

COMMUNITY TRENDS
**CITY OF CAMBRIDGE &
TOWNSHIP OF NORTH DUMFRIES**

Phase 1 Report

Prepared by

Social Planning Council of Cambridge & North Dumfries

In partnership with

**Langs Farm Village Association
Lutherwood Community Services**

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FOREWORD

This report represents the first phase of a two-phase project. It examines community trends as they relate to the provision of human services in the city of Cambridge and the township of North Dumfries.

The second phase of the project will examine neighbourhood-level trends in Cambridge with an emphasis on indicators of risk for families having increased stress and need for human service interventions. A report for the second phase is scheduled for release in 1995.

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TABLE OF CONTENTS

FOREWORD	i
ACKNOWLEDGMENTS	ii
Trends Advisory Committee	iii
Personnel	iii
TABLE OF CONTENTS	v
LIST OF FIGURES	vii
LIST OF TABLES	vii
EXECUTIVE SUMMARY	ix
ABOUT THE PROJECT	xv
Purpose	xv
Background	xv
Defining the Issues	xvi
Methodology	xvii
Organization of Findings	xx
Definition of Terms	xx
SECTION I COMMUNITY TRENDS FOR THE CITY OF CAMBRIDGE	1
ABOUT CAMBRIDGE	1
History	1
Neighbourhood Associations in Cambridge	1
The Social Planning Council of Cambridge and North Dumfries	3
DEMOGRAPHIC PROFILE OF CAMBRIDGE	5
Population Growth	5
Population Change by Age	5
Family Characteristics	8
Migration	13
Mobility	14
Immigration	15
Ethno-Cultural Diversity	15
COMMUNITY THEMES IN CAMBRIDGE	18
Strengths and Challenges	18
Response to Theme Areas	19
Transportation	19
Safety & Violence	23
Income	29
Education/Training	37
Housing	43
Labour Force/Job Availability	49
Health	62
Formal Services	66
Informal Supports	70
Volunteers in Human Services	71
Recreation	74
Ethno-Cultural Issues	76

SUMMARY OF FINDINGS FOR CAMBRIDGE.....	79
EMERGING TRENDS IN CAMBRIDGE.....	79
Demographic Profile.....	79
Analysis Of Community Themes.....	80
IMPLICATIONS OF EMERGING TRENDS.....	88
General implications.....	88
Implications for service sectors.....	90
SECTION II COMMUNITY TRENDS FOR NORTH DUMFRIES/AYR.....	94
ABOUT NORTH DUMFRIES AND AYR.....	96
DEMOGRAPHIC PROFILE OF NORTH DUMFRIES.....	98
Population Growth.....	98
Population by Age.....	98
Family Characteristics.....	100
Immigration/Migration.....	105
Ethno-Cultural Diversity.....	107
Education Levels.....	108
COMMUNITY THEMES IN NORTH DUMFRIES/ AYR.....	110
Strengths and Challenges.....	111
Response to Theme Areas.....	112
Access to Formal Services.....	112
Informal Support and Voluntarism.....	114
Health Services.....	115
Transportation.....	117
Economy and Labour Force.....	118
Recreation.....	123
Safety and Violence.....	124
Income and Social Assistance.....	125
Housing.....	126
SUMMARY OF FINDINGS FOR NORTH DUMFRIES.....	130
EMERGING TRENDS IN NORTH DUMFRIES.....	130
Demographic profile.....	130
Analysis of themes.....	131
IMPLICATIONS OF EMERGING TRENDS.....	134
REFERENCES.....	136
APPENDICES.....	142

LIST OF FIGURES

FIGURE 1: POPULATION OF CAMBRIDGE BY AGE.....	6
FIGURE 2: MARITAL STATUS - CAMBRIDGE.....	9
FIGURE 3: CAMBRIDGE FAMILY TYPES	11
FIGURE 4: FAMILIES BY NUMBER OF CHILDREN.....	12
FIGURE 5: SOURCE OF MIGRATION TO CAMBRIDGE.....	13
FIGURE 6: MOBILITY TRENDS	14
FIGURE 7: ETHNIC ORIGINS - CAMBRIDGE	17
FIGURE 8: GENERAL WELFARE ASSISTANCE IN CAMBRIDGE.....	34
FIGURE 9: HIGHEST LEVEL OF EDUCATION - CAMBRIDGE	39
FIGURE 10: LABOUR FORCE OCCUPATIONS -CAMBRIDGE.....	51
FIGURE 11: UNEMPLOYMENT RATES - WATERLOO REGION.....	54
FIGURE 12: UNEMPLOYMENT RATE COMPARISONS.....	55
FIGURE 13: LABOUR FORCE PARTICIPATION BY GENDER & AGE.....	56
FIGURE 14: LABOUR FORCE PARTICIPATION - FEMALES WITH CHILDREN	58
FIGURE 15: POPULATION OF NORTH DUMFRIES YOUTH.....	99
FIGURE 16: POPULATION OF NORTH DUMFRIES ADULTS	99
FIGURE 17: MARITAL STATUS - NORTH DUMFRIES	101
FIGURE 18: FAMILY TYPES - NORTH DUMFRIES	103
FIGURE 19: FAMILIES BY NUMBER OF CHILDREN	104
FIGURE 20: SOURCE OF MIGRATION TO NORTH DUMFRIES	105
FIGURE 21: MOBILITY STATUS - NORTH DUMFRIES.....	106
FIGURE 22: ETHNIC ORIGINS - NORTH DUMFRIES.....	107
FIGURE 23: HIGHEST LEVEL OF EDUCATION - NORTH DUMFRIES.....	108
FIGURE 24: LABOUR FORCE OCCUPATIONS - NORTH DUMFRIES.....	119
FIGURE 25: USUAL PLACE OF WORK	120
FIGURE 26: EMPLOYED VS. SELF-EMPLOYED WORKERS	121
FIGURE 27: LABOUR FORCE PARTICIPATION COMPARISONS	122
FIGURE 28: HOUSING (RENT VS. OWNED).....	126

LIST OF TABLES

TABLE 1: CHANGES IN POPULATION BY AGE GROUPS, 1981-1991 7	
TABLE 2: POLICE CHARGES TO YOUTH	23
TABLE 3: CRIMINAL CHARGES IN WATERLOO REGION, 1990-1992 24	
TABLE 4: TRAFFIC ACCIDENTS BY PERSONAL INJURY/DAMAGE	27
TABLE 5: COMPARISON OF AVERAGE FAMILY INCOME, 1991	30
TABLE 6: CHANGES IN SOCIAL ASSISTANCE CASELOADS 32	
TABLE 7: COMPARATIVE EDUCATION LEVELS, 1983 & 1991	38
TABLE 8: CAMBRIDGE INDUSTRIAL BUSINESSES, 1987, 1991 & 1993	49
TABLE 9: VOLUNTEER REGISTRATIONS AND REFERRALS 69	

EXECUTIVE SUMMARY

The Community Trends Research Project examines changes in the social and economic well-being of local residents and their needs for various human services. The research, a follow-up to the 1988 study, *Cambridge in Transition*, aims to provide human service organizations and their funders with the information needed to plan appropriate services for Cambridge and North Dumfries into the next century.

The project was conducted by the Social Planning Council of Cambridge and North Dumfries in partnership with Langs Farm Village Association and Lutherwood Community Services. A community-based advisory committee consulted to the project and guided its progress.

This report represents Phase one of the project in which community-wide trends are studied. Separate sections address the City of Cambridge and the Township of North Dumfries. The second phase of research examines neighbourhood-level trends; a report from the second phase will be released in 1995.

To determine community trends, researchers combined information from community residents, a demographic profile of the communities and statistics from several human service areas. Community consultations involved 25 focus group meetings with over 200 residents and individual interviews with 22 local service providers. Community input drove the research, guiding researchers to collect statistics that would enhance understanding of local human service themes.

Trends in Cambridge

Findings indicate that Cambridge continues to be “in transition.” Some trends are distinctively local and others reflect province-wide changes. They have affected the balance between service supply and demand, creating challenges for service providers and difficulties for consumers seeking help.

The **demographic profile** of Cambridge has changed in several ways in the past few years.

The city has experienced accelerated population growth in recent years primarily due to migration from elsewhere in Ontario. This along with increased mobility, brings many new faces to the city’s neighbourhoods. The population is aging gradually with the full impact of a “retiree boom” expected after 2010. Families are smaller than in the past, there are more divorces, and more families are led by lone-parents. Recent immigrants are from increasingly diverse origins, although British and Portuguese origins are still predominant.

Participants identified overall **community strengths and challenges**.

They liked many things about Cambridge including: friendly residents, clean streets, beautiful parks, revitalized downtown areas, programs offered by neighbourhood associations, and the city's small town feel.

However, participants saw some challenges, such as: continuing divisions, both geographical and psychological, along the borders of the three former communities; reduced cohesion in bedroom communities; and little resident involvement in local government.

Priority themes of concern to participants in this study are presented in descending order of importance. Other information and statistics complete the discussion of these themes.

- ⇒ The lack of adequate **transportation**, both within the city and to Kitchener, affects many aspects of life for residents of Cambridge, in particular those living on low incomes and those with disabilities. A preference for car travel, funding constraints and the city's geography are all barriers to expanded public transit services.
- ⇒ Many participants, primarily youth, were concerned about increasing **crime and violence** on city streets, while others saw Cambridge as being safer than other cities. Police statistics on local criminal charges indicated possible increases in violence, but could not be considered definitive evidence that the city is less safe than in the past.
- ⇒ Service providers have experienced increased demand for help from victims of **domestic violence**. The incidence of police charges for abuse and assault has also increased. Such increases could be partly due to the increased willingness by victims to report abuse.
- ⇒ People's perceptions and statistics agree that **family incomes** have been reduced relative to expenses. More families have relied on social assistance than ever before. Cambridge residents continue to have lower average incomes than those in nearby cities.
- ⇒ Residents felt strongly about improving **education and job training** opportunities to improve residents' job prospects. Cambridge has traditionally had lower education levels than nearby cities and this continues in spite of recent increases in education levels among Cambridge residents.
- ⇒ Service providers perceived increasing demands for **affordable housing**. In spite of the increased number of assisted units and lower housing costs in Cambridge, more families have been in reduced financial circumstances in recent years.

- ⇒ Many participants were discouraged about **job availability** due to the changing local economy. Employment in large manufacturing businesses has declined while employment in small businesses has increased. Unemployment continues to have higher levels relative to other parts of the Region. Recent statistics showed higher unemployment among youth than adults, and more women in the labour force than ever before.
- ⇒ Some **medical and health services** are not available, resulting in many seeking services in other cities. People with disabilities are most affected by the lack of local medical services. In contrast to consumers' interest in curative services, service providers predict that community health will depend on community-based health programs that promote healthy behaviours.
- ⇒ Consumers reported considerable support from **formal services**, but expected there will be fewer services in the future. In recent years, more services have become available, either through outreach or by being located in the city. A continuing challenge for consumers is having necessary information about the services they need.
- ⇒ In addition to formal services, consumers reported **informal support** from family, friends and neighbours were important sources of help. Youth were more apt than adults to report help received from informal supports.
- ⇒ While there have been increased demands for service, **funding uncertainty** has plagued many human service organizations. Many local organizations are struggling to maintain service levels; for some, their very existence is threatened. Service providers have been looking to innovative and collaborative strategies with other organizations.
- ⇒ Both service providers and consumers viewed **neighbourhood associations** as possible mediators in the demand for more expensive formal services. Neighbourhood groups can offer local programs that rely on consumer self-help and volunteer activity.
- ⇒ Consumers viewed **volunteering** as being personally rewarding and beneficial to their community. Service providers were concerned about the staff time needed to train and supervise volunteers. They also feared service quality would suffer when volunteers leave their positions. Meanwhile, statistics showed increases in the number of residents offering to volunteer and in the number of organizations requesting volunteers.
- ⇒ **Recreation** was important to almost all participants, regardless of income level. Youth expressed the most interest in recreational programs. Concerns ranged from the expense of sports leagues to the need for more children's programs within neighbourhoods that are far from the city core.

⇒ Participants who were **newcomers** to Canada reported that language barriers limit their access to services and employment. There has been increasing diversity in ethnic origins and languages spoken among immigrants to Cambridge.

Researchers identified some **implications of these emerging trends** for human services in Cambridge, as follows:

- Demands for a variety of services will increase due to changes in economic and social conditions;
- Maintaining local access to services will be a challenge in the face of financial constraints;
- Programs may need to increase their reliance on a continuum of professional and informal helpers to ensure service supply is adequate;
- Human service organizations are shifting to more collaborative and innovative service approaches, involving consumers in planning and linking interventions more closely with desired outcomes;
- Volunteer-based services may be increasing, but long-term reliance carries cautions and dilemmas with respect to administration and service quality;
- More community participation is needed at neighbourhood and city levels to help maintain a stable, healthy community

Implications of trends for specific service sectors were also identified for: transit; family violence; services to enhance public safety; education/job training; support for working parents; affordable housing; medical and health-related services; recreation; and assistance to newcomers.

Trends in North Dumfries

The face of the township has been changing, but perhaps not to the same extent as in Cambridge.

Population growth has accelerated making the township one of the fastest growing areas in the Region of Waterloo. There are proportionally more young people and fewer seniors than in larger centres. The traditional husband-wife family unit has maintained a central place in the community, although families have become smaller. Newcomers are primarily from elsewhere in the province, as in Cambridge. Ethnic origins are less diverse than in larger centres such as Cambridge. Residents on average have more education than those in larger urban centres.

Priority themes of participants are presented in descending order of importance.

- ⇒ Participants thought that township residents who need **formal services** have confidentiality concerns about seeking help locally and also lack information about services in other areas. Needing help is seen as a greater stigma in this small community than in larger centres. Some recent programs of formal services provided locally were not embraced.
- ⇒ **Informal helping and volunteering** continues to be integral to life in Ayr. Many services that volunteers provide would, in a larger urban area, be part of the formal service system.
- ⇒ Local **medical services** were perceived as a pressing need in the community. The lack of local services affects seniors and those without adequate transportation.
- ⇒ There was a common perception that most **transportation** needs in Ayr are met by family and friends, and that people will not embrace organized transportation services. The feasibility of formal transit services in the rural areas of Waterloo Region remains unknown.
- ⇒ Amid some participants' concerns about **job availability**, unemployment among residents has been much lower than nearby urban centres. The reduction in manufacturing occupations seen elsewhere in the province has not been true for township residents. Most people work within the Region, but residents perceived that more residents are commuting to work as far as Toronto, something that is seen as a threat to community cohesion.
- ⇒ Participants identified the need for more **recreation** programs, particularly for youth and those less sports-oriented. Current recreation programs and facilities are often over-booked. Population growth and the increasing proportion of children and young adults would support the potential need for more recreation programs.

- ⇒ Participants thought their **personal safety** was more assured in a small community, in spite of more reports of break-ins and bush parties in or near the community.
- ⇒ Few participants expressed concern about **domestic violence**. More reports of sexual assault against women in the township, does not necessarily involve township residents, but indicates rural areas are perhaps not as safe as they appear.
- ⇒ Participants had little concern about **income adequacy**. Statistics confirm that residents have higher income levels and fewer people on social assistance in comparison to urban areas.
- ⇒ **Housing** is perceived to be inexpensive and in fact is more affordable than in urban centres. The predominance of single-detached housing could be changing to a more diverse mix of housing types.

Implications of emerging trends for human services in North Dumfries were identified by researchers as follows:

- When planning programs for the township, service providers need to be aware of that using formal services is less accepted in this rural area; service providers should confidentiality concerns;
- Transportation is a barrier for township residents in need of help and for human services located outside the township;
- The small population makes local service delivery impractical in most cases. This makes information dissemination an important accessibility issue in the township;
- The extent of need for support services among township residents is difficult to determine due to the traditions of informal helping and volunteer activity;

Medical services could continue to be a high priority for residents, particularly in Ayr which is some distance to large urban centres. Policy directions and funding uncertainties could reduce the likelihood of a medical centre being established.

ABOUT THE PROJECT

Purpose

Cambridge and North Dumfries have both experienced changes in population, economic base, and government structures over the last twenty years. These changes can affect residents' emotional, social and economic well-being, causing them to rely on a variety of human services. A recession, for example, leads to increased demands for human services at precisely the time when funding for those services is reduced.

Human service agencies and their funders must plan carefully to ensure that their services are an appropriate and adequate response to current demands. Such planning must start with an understanding of the needs in the community as well as changes in the characteristics of residents that can affect future service demands.

This project examines changes in the well-being of local residents and the need for various human services. The two reports produced by this project, of which this is the first, aim to provide human service organizations and their funders with the information needed to plan appropriate services for Cambridge and North Dumfries into the next century.

By focusing on changes in social knowledge and in the ways in which ideas are treated in society, it becomes possible to predict the issues that will frame planning problems, and the likely responses by the public to those issues (Lindholm & Cohen, 1979).

Background

In 1992, Lutherwood Community Services, Langs Farm Village Association and the City of Cambridge, Community Services Department decided to update the 1988 report *Cambridge in Transition*. This report had reviewed the emergence of neighbourhood associations in high-risk areas of Cambridge and recommended a grass-roots, prevention model of human service. At the same time, the Social Planning Council of Cambridge and North Dumfries began a project to examine local trends in the demand and provision of human services in Cambridge. The report from this project was intended as a planning tool for the City of Cambridge, the United Way of Cambridge and North Dumfries and local human service organizations.

Because the projects were so similar, the organizers decided to combine them, and together study the city-wide and neighbourhood trends. The newly constituted project became known as the Community Trends Research Project for Cambridge and North Dumfries. Langs Farm Village Association, Lutherwood Community Services and the Social Planning Council of Cambridge and North Dumfries agreed to jointly sponsor the

project. Members of the three sponsor organizations made up a Working Committee to supervise the project.

Defining the Issues

Project staff first canvassed relevant human service organizations for their views on the type of information that should be studied. The groups canvassed were primarily local service agencies -- those who would ultimately use the report. Results of this preliminary survey (which are in Appendix A) were then combined with results from previous research (primarily the Cambridge in Transition report) to create a list of key areas of interest and concern, or theme areas.

These themes helped define the scope of the research; they were also useful for identifying appropriate interviewees and interview questions. The following are the theme areas identified for study in this research:

- Income/Social Assistance
- Labour Force/Job Availability
- Education/Training
- Ethno-Cultural diversity
- Health
- Housing
- Safety and Violence
- Transportation
- Volunteerism
- The effect of all these themes on young people

Although these themes helped define the focus of the inquiry, they are not the only matters about which information was gathered; the information-collecting process allowed other themes to emerge, which were then explored fully and included in the analysis along with pre-determined themes.

Methodology

Staff researchers gathered the project data through a combination of community consultations (with community residents and service agency representatives) and statistical research.

Community Consultations

The foundation of this research was community input. Organizers believed it was essential to hear from both service providers and service users. They wished to have those closest to the situation share their perceptions of changes in local human service needs and the response by service agencies' to those needs. The staff collected this information through community meetings involving 200 residents drawn from neighbourhood associations and city-wide organizations (consumer focus groups), and individual interviews involving 22 service providers.

Consumer focus groups. Project staff organized 25 focus groups as a primary means of collecting data. They recruited the groups with help from direct service agencies in Cambridge and the five staffed neighbourhood associations, drawing from a cross-section of community residents, but particularly consumers of human services. Staff also attempted to include consumers who would have personal perspectives on identified themes of interest. Of the focus groups, seven were made of up young people aged 10 to 21; the remaining 15 groups were adults aged 21 to 70+. (See Appendix B for list of Focus Group Sources).

Two researchers facilitated the focus group meetings, one leading the discussion and one recording information. They asked the participants open-ended questions about life in Cambridge generally, important influences on their lives, the types of services and supports they used, and ideas they had for improving services. (See Appendix B for the Focus Group questions).

Group facilitators deviated from the pre-determined questions only when participants did not mention the identified themes. The facilitators would then probe for those themes by asking more specific questions, for example, "What about [theme area]?" "Does anyone have any concerns about [theme area]?" Facilitators would use such probes once for any one theme; if there was no response, they did not pursue the topic further. While the facilitators tried to be as non-directive as possible, they ultimately used these probes in most groups to ensure discussion of all themes.

When analyzing the data, staff used three indicators to evaluate the priority themes of focus group participants:

Number of times a theme was raised as the first issue

When responding to the question: “What sort of things affect you and your community,” the first theme mentioned and discussed by the group was taken as one indication of its importance.

Overall frequency with which a theme was mentioned

Project staff coded all comments made by focus group participants according to the pre-determined theme areas and then counted them. The more comments per theme, the higher the priority the theme was given.

Group facilitators’ impressions of a themes’ importance to the group

Facilitators also recorded their impressions of the context and atmosphere during the meetings. They took note of whether there was consensus or diverse opinion among participants, and if a theme elicited strong emotional responses, using these clues as indications of a theme’s importance.

Researchers placed comments that did not fit any pre-determined theme area into emerging theme categories. Emerging themes were also analyzed as to importance according to the above three indicators. To identify differences in priorities among groups of different ages, researchers analyzed the results of the young people’s focus groups separately from those attained in the adult groups.

Consumer comments presented in the report represent aggregated areas of concern. None of the comments are direct quotes made by consumers.

(Additional information about the analysis of focus group data is in Appendix B)

Individual interviews. Project staff obtained information about the supply side of human services by conducting interviews with people who provide services locally. They chose 22 interviewees from services in the pre-defined theme areas. Some interviewees were also selected to address themes emerging from consumer focus groups. Local service providers also had input to this project through a February, 1993 Focus Group session organized by the Social Planning Council of Cambridge & North Dumfries. In that session, representatives of human service organizations identified issues and ranked them as to importance. This information assisted in creating the list of theme areas. (See Appendix A: Consultation with Human Service Organizations).

The interviewers asked selected service providers about changes in services and consumers, the effect of political and economic factors on services, changes they envision in the future, and ideas for service enhancement. Those interviewed commented primarily on their particular service area, however, most theme areas include the

comments of at least two interviewees. (See Appendix C for the list of people interviewed, the questions posed and a description of the interview process). In analyzing the interviews, project staff took note of comments that either supported or refuted comments made in the consumer focus groups as well as perspectives not raised by focus group participants. The interviewers' detailed observations and impressions were corroborated through an in-depth study of the interview transcripts.

Statistics

Project researchers collected demographic and other statistical information to develop a profile of the communities under study and to supplement and better understand issues raised by community participants. Researchers focused on the following types of information:

- Census data for 1981, 1986 and 1991;
- demographics and trends in various government publications;
- information on services from selected local organizations, according to theme areas;
- other research on local needs related to themes raised in the community consultations.

Organization of Findings

The findings of this report are divided into two sections; one section concerning the City of Cambridge, and the other concerning the Township of North Dumfries. The following outlines the organization of information within each section of the report:

History: background information about the communities under study and information about the sponsor organizations.

Demographic Profiles: general characteristics of the people in the community based on census information from 1981, 1986 and 1991.

Community Themes: discussion about areas of consumer interest and concern in relation to service provider input, related statistics, and local research data.

Emerging Community Trends: summary of findings about demographic profile and community themes.

Implications: analysis of the implications of findings for the communities under study and for human service areas.

Definition of Terms

The following terms are used throughout this report:

Trends - changes related to health, social welfare and economic well-being within a community.

Human service - any service that can enhance the well-being of an individual or family.

Service provider - a person who is involved in either delivering or administering the delivery of a human service.

Consumer - a person who is currently or could be seeking a human service.

Participant - those who volunteered to take part in the research through focus groups or interviews.

Youth - for the purpose of this report, this refers to a person between the ages of 10 and 21, as this was the age range in the youth focus groups.

SECTION I

COMMUNITY TRENDS FOR THE CITY OF CAMBRIDGE

ABOUT CAMBRIDGE

History

Settlement in present day Cambridge began in the late 18th century. The area was part of Native lands given to the Six Nation Indians in recognition of their loyalty and service to the British during the American Revolutionary War. The southern portion was purchased by Scottish settlers, and the northern portion by Pennsylvania German immigrants who settled in the Waterloo area (Young, 1880).

The area around Cambridge became the industrial heart of Ontario and saw steady growth through to present times. Galt was incorporated as a city in 1915; Preston a town in 1899; and Hespeler a town in 1901. Immigration continued from the United States and also directly from Germany and the British Isles. In the mid 1950s, a large number of immigrants from Portugal settled in Galt, giving the area the largest number of immigrants from that country in Canada (Quantrell, 1992).

The McDonald-Cartier Freeway (Highway 401) fostered commercial development as well as extensive suburban growth in this region. The convenience of this highway also led to an influx of commuters, particularly from the greater Toronto area only 90 kilometers away.

Continued expansion of the three communities led to a blurring of boundaries between them and also to those of nearby Kitchener. In partial recognition of this largely unbroken urban area, the Ontario Legislature introduced regional government for the County of Waterloo in 1972. At the same time, the municipalities of Galt, Preston and Hespeler, together with parts of the townships of Waterloo and North Dumfries, were amalgamated to form the City of Cambridge. These changes in boundaries and government came into effect at the beginning of 1973.

Neighbourhood Associations in Cambridge

One of the unique characteristics of Cambridge has been the rise of grass-roots service and support systems. Foremost among these is the development of neighbourhood associations. The strong commitment made by the City and the citizens of Cambridge, with the help of service providers and funders, has set this community apart as a model for other cities.

In the past, people relied on the social support provided by a large immediate family and close, long-lasting relationships with neighbours and nearby friends. These networks provided relief from daily stress by offering trustworthy and free help with child-care, shopping, household chores, etc. The erosion of these traditional supports has forced people to look elsewhere for relief. Those not finding help often turn to the more formal services provided by human service organizations. When this fails, institutions (medical and psychiatric hospitals and prisons) are often the last resort. This places a progressively larger burden on the resources necessary to maintain these systems, namely tax dollars.

Recent funding cut-backs in many areas, including human service programs, have led service providers to seek innovative and less expensive forms of support. In Cambridge, neighbourhood associations were originally intended to promote recreation programs within neighbourhoods. Many have evolved to offer community-based prevention programs. There are six neighbourhood associations run by volunteers with primarily a recreational focus, and five staffed associations providing prevention programs.

The first neighbourhood association established in Cambridge was Langs Farm Village Association (Langs Farm). Citizens and professionals founded it in 1978, in the Langs Farm area of Preston. The founders were motivated by concern about increasing vandalism and the lack of accessible services in their community. They believed that an organization based in the community would provide a positive, preventative influence.

Langs Farm provides year-round preschool, youth and adult programs, with a particular emphasis on youth. In June 1988, Langs Farm assisted the establishment of the Preston Heights Community Group. Through the support of the Kiwanis Club of Cambridge, this community group now has a permanent centre in the new Kiwanis Village housing development.

Lutherwood Community Services is a local organization committed to supporting children and their families. They became involved with establishing neighbourhood organizations in Kitchener in 1978 and have since developed a model for prevention based on community development, adult education, social support and social competence. Lutherwood's first venture into Cambridge neighbourhoods was in 1983. As a result of a needs assessment on the level of "family distress," the Greenway-Chaplin area of Cambridge - Galt was identified as an area with high needs and minimal resources.

A Lutherwood Community Worker began working with members of the Northview Heights Neighbourhood Association that had previously operated in the community. The former association had concentrated on summer programs for children and, with the assistance of the community worker, began offering programs year round. The association became known as the Greenway-Chaplin Community Centre. Today it is an incorporated organization providing family support, recreational programs and community education to hundreds of individuals. The centre utilizes the voluntary efforts of over one hundred people who give more than 7,700 hours yearly to their neighbourhood.

In 1988, Lutherwood and Langs Farm produced the *Cambridge in Transition* report for the purpose of providing a socio-economic profile of the neighbourhoods in Cambridge. The report identified nine neighbourhoods as having high family distress. In response to the findings in this report, Lutherwood Community Services initiated the Southwood Neighbourhood Association in 1988 with the support of the South Waterloo Housing Authority. In 1990, the same partnership resulted in the start of the Christopher-Champlain Community Centre. This centre was opened primarily in response to the area's high rates of substance abuse and the problems associated with drugs. Both of these associations are currently achieving the successes seen at Greenway-Chaplin and Langs Farm.

The Social Planning Council of Cambridge and North Dumfries

The Social Planning Council of Cambridge and District was founded in September, 1987 in response to the need for a central body to research social needs and coordinate and assist human service organizations in Cambridge. In 1992, the Council's name was changed to specifically acknowledge the Township of North Dumfries as part of its mandated service area.

The Council is a voluntary, community-based planning organization whose objectives are to:

- identify social issues and needs and promote the development of and/or re-deployment of services to meet those needs;
- cooperate with other charitable organizations to assist them in the delivery of adequate, accessible and equitable services;
- plan, coordinate and implement joint action deemed to enhance the well-being of community residents.

The Council has conducted several community forums on issues such as: prevention, long term care, emergency housing for youth, and most recently on inter-city transit between Cambridge and Kitchener-Waterloo. In 1992, the Council formed the Youth Advisory Committee to address the needs of youth in Cambridge; this committee has created an information pamphlet on youth services in Cambridge. The Council is also involved in the province-wide "Good Neighbours Campaign", naming a community resident as a "Good Neighbour" every month. A quarterly newsletter keeps Council members informed on local social policy issues, Council projects and upcoming events in the community.

DEMOGRAPHIC PROFILE OF CAMBRIDGE

Current information on the demographic profile of the community is an important part of planning for human services -- how many residents are there, who are they, where do they come from?. To illustrate the changing profile of community residents in Cambridge, statistics from the 1981, 1986 and 1991 Census are used. Included are comparisons of the city's characteristics with other municipalities and, when appropriate, the province of Ontario or the country.

Population Growth

Cambridge has been experiencing accelerated population growth particularly between the years of 1986 and 1991. Between those Census years, the population of the city grew from 79,920 to 92,772, for a 16.1% increase. Growth in the previous five-year period (1981 to 1986) had been 3.5%. Cambridge's growth rate between 1986 and 1991 was higher than the 14.7% increase for the Region of Waterloo. Centres within the Region that had more growth were the City of Waterloo at 21.2% and the Township of North Dumfries at 30.6%. The City of Kitchener grew at the slower rate of 11.7%. Cambridge's share of the Regional population increased from 24.2% in 1986 to 24.55% in 1991.

Evidence indicates that Cambridge continues to have accelerated population growth. The *Cambridge in Transition* report of 1988 had projected a population of 99,953 by 2001. Considering the economic boom at the time, the report estimated that population growth would exceed projections. In 1991, the City increased the projection for the 2001 to 107,765 (City of Cambridge, Planning Department, 1991). At the end of 1993, the city's population was estimated to be 97,000 (City of Cambridge Planning Department, 1994). This represents a population growth of over 4,200 in a little over three years. At this rate of growth, the projection for a 107,765 population by 2001 is likely to be realized.

Population Change by Age

The age profile of Cambridge residents indicates an aging population, similar to national trends. Figure 1 illustrates the changes in population by five-year age groups between 1986 and 1991. Most noticeable are the increases in adult age groups (25-29 and 35-39) and a smaller increase in the number of children from birth to 4 years of age.

Between 1986 and 1991, the age of the population has changed in the following ways:

- The proportion of young people under age 25 decreased from 40.1% of the population to 37.8%.
- Adults between 25 and 64 increased in proportion from 49.3% of the total population to 51.7%.
- People 65 and over remained at 10.5% of the total population.

According to the three age groups described, nearby Kitchener had a similar age distribution to that of Cambridge in 1991. Kitchener had a higher percentage of people in the adult age group (53.1%) and a lower percentage of youth (36.6%) and people over age 65 (10.3%).

FIGURE 1

Due to changes in Census age group categories, comparisons between 1981 and 1991 are possible only in twenty year age groups (see Table 1). Over that ten year period, the trend to an aging population was even more noticeable than between 1986 and 1991 as shown in Figure 1.

TABLE 1
CHANGES IN POPULATION BY AGE GROUPS
CAMBRIDGE - 1981 TO 1991

Age Group	1981		1991	
	No.	%	No.	%
0-19	26,530	34.4	28,255	30.5
20-39	24,950	32.3	31,440	33.9
40-59	15,325	19.9	19,955	21.5
60+	10,325	13.4	13,120	14.1

Source: Statistics Canada, Census Data

Notable changes in the age profile from 1981 to 1991 were:

- all adult age groups increased as a proportion of the population while youth under 19 decreased;
- youth went from the most populous group to the second largest group, after the adults aged 20 to 39.

Closer examination of the youth population reveals all youth age groups have decreased during this ten year period. Pre-school (0-4) and school age (5-19) groups both declined proportionally. The 0-4 age group decreased from 9.2% of the total population to 7.9%, while the school age group declined from 26.4% to 22.5%.

The trend to an older population is a well-publicized national trend. Nationally, the population profile is expected to age until 2026 when the “crest of the wave” will be reached. The source of the aging population is due to the large population of “baby boomers” and decline in the birth rate (Health and Welfare Canada, 1990). A recent provincial report spoke of the impact of the baby boom generation, born between 1946-1966, saying that: “this generation will test the ability of society to cope with a dramatic increase in the numbers of elderly in the population over the next 25 years, culminating in the launching of the ‘elderly boom’ beginning in the year 2011” (Ministry of Community and Social Services, 1989, p.17).

Changes in the population age distribution in Cambridge appear to be following the national predictions of an aging population. This in turn will put pressure on services for older adults.

Family Characteristics

Families, as defined by the Census, include married or common-law couples with or without children. In 1986 there were 21,880 families in Cambridge; by 1991, there were 25,520. The 16.6% increase in the number of families matched the population increase.

There are several indicators that families in Cambridge are changing such as a decline in marriages among people over age 15, and an increase in divorced and never married people. Figure 2 illustrates these changes from 1981 to 1991. Most startling was the 119% increase in the number of divorced people during this ten year period. In 1988, the *Cambridge in Transition* report found that the divorce rate had been increasing since the early 1970s. Thus, the trend to more divorces is long standing and ever increasing. The proportional increase in never married people could mean people are delaying marriage until later in life, or choosing to remain single.

The combination of all these changes indicates that fewer people are making marriage a lifestyle choice and the two-parent family is becoming less common.

FIGURE 2

Another continuing trend, also identified in *Cambridge in Transition*, has been the increase in the number of lone-parent families. Figure 3 graphically illustrates the increase in lone-parent families relative to husband-wife families in Cambridge between 1981 and 1991. Lone-parent families increased proportionally from 11.7% of all family units to 12.4%. By 1991, 3,165 of the 25,520 families in Cambridge were lone-parent families.

The percentage of lone-parent families in Cambridge is somewhat higher than in nearby cities. In 1991, both Kitchener and Waterloo had a lower percentage of lone-parent families than Cambridge, at 10.4% and 10.5% respectively. Region-wide, 12% of all families were lone-parent families, translating to 12,300 families.

While Cambridge has a higher proportion of lone-parent families, their numbers have increased at a lower rate than nearby cities. Between 1986 and 1991, the number of Cambridge lone-parent families increased 23%, while both Kitchener and Waterloo increased 25% and 29.8% respectively. A recent provincial report commented that:

...the high rate of divorce and separation has spurred the fastest-growing 'category' of family: the single-parent family. The number of such families almost tripled in the three decades between 1956 and 1986 (Ministry of Community and Social Services, 1989, p 24).

FIGURE 3

Another indicator of changing family composition has been the decrease in children per family. In 1986, there were 1.4 children per Cambridge family; by 1991 this had decreased to 1.3 per family. As illustrated in Figure 4, smaller families have been increasing in number since 1981, while families with three or more children have become less common. In 1991, the most common family was a couple with no children.

The birth rate of 2.25 children per married woman over 15 in Cambridge was lower than both the national rate of 2.3 and the Regional rate of 2.28, but slightly higher than the provincial rate of 2.2. For the first time in the 1991, the Census collected statistics on the birth rate for single women. The Cambridge birth rate for never married women was .14 children per woman. while the rate for the Region was .13, the Province, .13 and the country, .15.

It is apparent from these low birth rates that the population increase in Cambridge cannot be accounted for by births. Other influences such as migration may have an influence and must be examined.

FIGURE 4

Migration

A major contributor to the increased population of Cambridge has been internal migration (i.e., migration from within Canada). Census statistics on migration are in three categories -- migration: from other centres in the province of Ontario (intra-provincial migration); from outside the province (inter-provincial) and; from outside Canada (external). As illustrated in Figure 5, intra-provincial migration has increased while migration to Cambridge from other provinces and from outside the country was relatively stable. During this five-year period, approximately 15,000 people came to Cambridge from elsewhere in Ontario. Thus, Cambridge has been attracting people from other communities in the economically prosperous province of Ontario, indicating that the city is perceived to have many positive attributes.

FIGURE 5

Mobility

In recent years, Cambridge has had a highly mobile population. Movement into and within the city is recorded by “five-year mobility status” in the Census. This categorizes people as “movers” (those who moved in the last five years either into the city or within it) and “non-movers” (those who did not move). Comparisons between the 1986 and 1991 Census revealed an increase in the number of “movers” living in Cambridge. By 1991, movers outnumbered non-movers (see Figure 6). While this mobility was recorded prior to the current economic recession and may not be a continuing trend, the fact remains that there have been many new faces in neighbourhoods within Cambridge. A high turnover of residents could result in neighbourhoods with little cohesion and reduced familiarity with one’s neighbours.

FIGURE 6

Immigration

External migration (i.e., immigration) to Cambridge has increased but has not contributed greatly to the population increase. As shown in Figure 5, the number of people identified as external migrants, or immigrants, to Cambridge has increased 143%. But by 1991 there were still only 3,450 immigrants in the past five years representing 17% of migration from all sources. Thus, immigrants continued to represent 22% of the Cambridge population.

Ethno-Cultural Diversity

Census data indicates that immigrants to Cambridge are coming from increasingly diverse origins. Approximately 66% of the population identify with a single ethnic origin. However, the type of ethnic groups represented has been changing. Figure 7 illustrates changes in ethnic origins of Cambridge residents between 1986 and 1991. The two largest ethnic origins continue to be British and Portuguese, the latter remaining at 14% of the population. The percentage of people of British, French and German origins all declined. However, this decline in the founding groups in this county is misleading due to the introduction of the "Canadian" category in the 1991 Census. Those choosing the "Canadian" origin are from families who have been in Canada for several generations. This category would account for many people from these founding ethnic groups.

The number of ethnic origins of Cambridge residents has increased. Not only were there more categories in 1991, a higher percentage of the population were in groups with fewer than 1000 people (see "Other <1000" category in Figure 7). In 1991, this Other category represented over 19 different ethnic origins. (Note: 2605 people were not assigned to a specific ethnic origin group by the Census.) Of the 19 ethnic groups, eight groups had less than 100 people identifying with that origin. The following are the ethnic origin groups from the Census included in the "Other <1000" category in Figure 7 for 1991:

Chinese, 580; Black origins, 580; Vietnamese, 470; Ukrainian, 455, Hungarian, 440; Spanish, 425; Filipino, 330; Greek, 185; Aboriginal, 185; Croatian, 170; Yugoslav, 160.

Less than 100 people identified with the following origins: Lebanese, Japanese, Danish, Finnish, Korean, Norwegian, Swedish, Jewish (Statistics Canada, 1991 Census).

This breakdown was not possible from 1986 Census statistics available to this project.

Current immigration to Cambridge indicates a diversity of origins. In 1993, Cambridge had 257 immigrants from 45 different countries. Portugal was the largest source of immigrants at 25, followed by Guyana with 21, U.S.A 20, Jamaica 17, British Isles 16, and Phillipines 13. Several origins had a small number possibly indicating the arrival of one family from that origin. Of these immigrants, 170 entered without being sponsored

by either a family member or by the government. Only 42 were sponsored immigrants -- 32 assisted relative and 10 refugees (Cambridge Multicultural Centre, 1994).

FIGURE 7

COMMUNITY THEMES IN CAMBRIDGE

Strengths and Challenges

Consumers participating in the study indicated what they liked and disliked about living in Cambridge. Researchers summarized these comments and, for the purpose of this report, have reported ‘likes’ as community strengths, while ‘dislikes’ are identified as challenges for both the city and its residents.

Strengths. Consumers perceived that people in Cambridge are friendlier than in other cities, and that the city is clean and has beautiful parks. They particularly appreciated the riverbank development in downtown Cambridge (Galt) for its scenic value. Others in the north end of the city appreciated the revitalization of the Hespeler downtown, making it a unique environment where people can enjoy shopping or just walking.

Many consumers in the areas with neighbourhood associations commented favorably on the availability of recreational and educational programs for adults and children. Those who have become involved in organizing neighbourhood programs liked the fact that they have taken an active interest in what goes on in their neighbourhood. They have also witnessed these programs bringing people of the neighbourhood together to address common concerns. In short, it is nice to know your neighbours.

Newcomers to Cambridge from larger centres commented on the “small town feel” of the city, a wealth of green space and proximity to rural areas. Newcomers were almost unanimous in their impression that people in their neighbourhoods and in Cambridge are friendlier than the norm in other communities. Others said that they chose the city because they saw it as a good place to raise children.

Challenges. Twenty years after the amalgamation of Galt, Preston and Hespeler to make the city of Cambridge, the divided nature of the city continues to be an issue. Participants reported that many residents continue to identify themselves as being from Galt, Hespeler or Preston. The geographic division of the city, many people felt, has contributed to a psychological division that makes a true community feeling difficult to attain.

Another challenge has been the development of some areas of the city into “bedroom communities” for residents working in the Greater Toronto Area. There were different opinions as to whether this development could be a threat to community cohesion.

A few newcomers thought that people in Cambridge needed to get more involved in the planning done by local governments and community leaders. While local governments solicit community participation and input, too many residents do not take advantage of the opportunity offered to them.

Response to Theme Areas

This section presents the findings according to the ten themes that have emerged in consultations with the community through 23 consumer focus groups and 24 individual interviews. Themes have been prioritized according to their apparent importance to the consumer participants (referred to in the report as consumers) in this research (see methodology, p. XVI, for process of prioritizing). Within each theme, comments by consumers and interviewees are presented in approximate order of importance. Statistics are presented under each theme to provide other points of view, to corroborate a theme's importance locally and to make comparisons to other municipalities.

TRANSPORTATION

A priority concern of a majority of consumers, both youth and adults, was the lack of adequate intra- and inter-city public transportation. Those most concerned were people with low incomes, those with physical disabilities, immigrants and seniors. Discussions about other human services frequently came back to issues of accessibility related to transit services.

Two areas of concern are presented separately:

- 1) transit within the city; and
- 2) inter-city transit (between Cambridge and Kitchener-Waterloo).

City transit

Community consultations. Consumers reported that transit services have an impact on many aspects of their lives. Specifically their perceptions were:

- due to the absence of buses past 10:00 PM, people who work late shifts spend extra money on taxis or must walk home; the former is too expensive for many; the latter is seen by many as dangerous;
- transit fares have increased without any improvement in service. Instead services have been cut or routes amalgamated. Many suggested bus passes as a means to reduce cost to the consumer and encourage ridership;
- people in Preston and Hespeler find it very difficult to get to services as many programs are located in the Galt downtown area. To a lesser extent, those in Galt and Preston expressed similar difficulties getting to services in Hespeler;

- the lack of transit makes it difficult to access recreation, shopping, and entertainment. A city bus trip from Hespeler to downtown Cambridge (Galt) can take over an hour at peak times.

Few consumers with physical disabilities could operate their own vehicles, making them very reliant on the city's disabled transit system to get to all other services. They expressed the following concerns:

- appointments for disabled transit must be made well ahead of time, making the service unresponsive in emergency situations;
- the disabled transit service could be more accessible if the dispatch office was open after 4:30 PM.

Statistics. Previous community consultations and studies attest to the importance of transportation in relation to accessing human services in Cambridge. In community forums organized by the Social Planning Council in 1989 (*Developing a Social Plan for Cambridge*) and 1993 (*Community Impressions Focus Groups*), service providers viewed transportation as a priority issue in Cambridge. They viewed the lack of transportation as a contributor to reduced access to human services and to the isolation of residents living on the outskirts of the city.

Local interest groups of the unemployed and people with disabilities have taken action on transit issues, gathering support through petitions and meetings with public transit officials. The concerns expressed by these groups are similar to those heard in the community consultations for this project.

The City of Cambridge has also placed a high priority on transportation planning within the city. In September 1992, the city initiated the *Cambridge and Area Transportation Study* (1993) (a.k.a. CATS) to determine the need for roadway widening and new arterial roadways.

CATS examined trends in population and employment and identified the need for a new east-west arterial route across the Grand River and widening of some existing routes. In making these recommendations, however, the task force also noted that these improvements will be needed only if people continue their love affair with the car and continue to rebuff public transit, and alternatives such as walking and cycling. Road improvements could be put off indefinitely if: "pro-active policies and programs [were] initiated to better manage peak transportation demands including increased use of alternative transportation modes (e.g., walking, cycling, ride sharing and transit)"(CATS, p.3). Similar recommendations to promote transportation alternatives on a Region-wide basis are in the Regional Official Policy Plan Review of 1992-93, a process that involved considerable community consultation (Regional Municipality of Waterloo, 1993).

At present, the challenge of promoting the use of public transit could prove a daunting task. A Cambridge Transit official indicated that reduced ridership for certain routes and

times of the day, such as the evening, has led to reductions in those services. To provide transit services at a loss would have a significant impact on taxes. Transit services have experienced increasing costs for maintenance that have led to some fare increases. The service cost per passenger is estimated at \$3.18 in 1993 while the cost to passengers was \$1.30. After subtracting the fare box revenue and provincial subsidies, the net cost to the city is estimated to be \$1.09 per passenger ride.

Cambridge was, in 1975, one of the first municipalities to initiate transit services for people with physical disabilities. By 1988 the service carried approximately 19,000 passengers and projections for 1994 are for 47,000 passengers, indicating that the service is well used.

In 1995, the City will be making its first purchase of “low floor” transit vehicles that eliminate steps on buses. In the mean time, conventional transit vehicles are being retrofitted with “easier access” features to improve their accessibility and perhaps relieve some of the increasing pressure on services for those with physical disabilities.

Inter-city transit

Community consultations. Consumers reported that the inadequacy of inter-city transit affected them in many ways. They reported:

- bus service between Cambridge and Kitchener-Waterloo is costly and bus times are infrequent; this restricts access to needed health and social services in Kitchener; going to a service in Kitchener can mean spending the entire day and over \$10 to get there and back to Cambridge;
- those taking courses at the nearby Doon Campus of Conestoga College cannot get back to Cambridge after a night class without private transportation; this inhibits people from upgrading their education and improving their employment prospects;
- Cambridge residents who rely on public transit have difficulty retaining a job in Kitchener.

Consumers with physical disabilities:

- expressed frustration with the transit barriers to K-W. Many must go there to receive health and related support services (e.g. wheelchair repair) which are not available in Cambridge.

A service provider's comment echoed consumer concerns:

One of our interests is to see better transportation. Right now, you can't get from Cambridge to Kitchener, and that really concerns us because if a person does get employment...in Kitchener...the transportation is such a problem... that they are going to let the job go.

Statistics. In the past few years, both municipal governments and the public have become interested in enhancing inter-city transit services between Cambridge and Kitchener-Waterloo. The tri-city area, as it has been called, has grown closer through the introduction of regional government and due to the increased mobility of residents.

In December 1992, the Social Planning Council of Cambridge & North Dumfries held a *Forum on Inter-City Transit Links between Cambridge and Kitchener* to hear community concerns about inter-city transit. The forum brought together people from various groups - high school students, college students, unemployed people, and people with disabilities - who were concerned about inter-city transit. They raised issues which were heard again from participants in this research. A participant in the 1992 forum made a compelling argument for linked transit systems between Cambridge and Kitchener-Waterloo, saying that: "Government and services are regional - it is time that public transit was integrated in similar ways"(p.3).

In 1990, the municipal transit systems in Cambridge and K-W jointly conducted a feasibility study on several options to improve inter-city transit. The study identified several options for linked transit services and express service to the two universities in Waterloo, but, due to the high costs of these options, no changes were made to inter-city transit (Regional Municipality of Waterloo, 1990a).

In 1992, the Regional Planning Department coordinated discussions about the inter-city transit issue, forming a Transit Task Force with representatives of the Municipal transit systems, the Ministry of Transportation and the private transit carrier between the cities. Through a ridership survey in 1992, the task force studied the needs for inter-city transit and is expected to release a report in 1994. Transit Task Force members who attended the *Forum on Inter-city Transit* (1992) indicated that a major barrier to municipal involvement in inter-city transit is the exclusive operating rights owned by private transit carriers on roads between municipalities. To operate between Cambridge and Kitchener, municipal transit services would have to financially compensate the private carrier(s) for lost revenue.

The Recommendation report of the *Regional Official Policy Plan Review*, (Regional Municipality of Waterloo, June 1993) indicated that "the need for inter-municipal transportation connections and integration of land use planning was expressed as a high priority for the public"(p.40). Two recommended policy directions are that the Region:

16) Require, in conjunction with area municipalities, the preparation and regular update of a Regional Transit Strategy. This strategy will address how existing and future growth in the Cities is to be served by transit and the feasibility of transit in the Townships..and;

17) Recognize the importance of transit service in the Region and directly attempt to influence transit ridership and availability (p.40).

Other groups studying special interest groups have addressed the impact of the current inter-city transit system. The *Report of the Ad Hoc Working Group on Youth Housing, Employment and Support Services*” (Waterloo Region Social Resources Council, 1992) found that:

While assistance with costs of transportation is very much a part of the social service network in Cambridge, service providers have noted that Cambridge youth may not wish to leave their friends or social supports to use services in Kitchener. This indicates that enhanced transit service, certainly where youth is concerned, may not address all issues of access to services nor remove all barriers to using needed services (p. 19).

SAFETY & VIOLENCE

Cambridge was not perceived by consumers to be as safe as it once was, or as it should be. Consumers reported witnessing increasingly violent behaviour by youth, increasing incidence of domestic violence and less safety on and near city roadways. Overall, they reported feelings of reduced personal safety on city streets.

Street violence.

Community consultations. Youth consumers were more concerned about violence than adults. Almost all youth agreed with the following comments:

- drugs and weapons, including guns, are widely available;
- gangs are more prevalent and they are afraid of being (and some had been) attacked by gangs;
- young people are afraid of being (and some had been) abducted by men in cars;
- violence and racism are getting worse and are going to continue to do so.

Adults were less vehement in their concerns about safety and violence than youth, but still many had concerns such as:

- feelings of reduced personal safety and a reluctance to walk alone on streets after dark;
- the incidence of violence and drug use have become serious problems, making many parents fear for their children's safety;
- increases in youth crime and violence are related to not having enough to do, hanging out at malls and other retail areas. Some thought this phenomenon was related to the pervasive loss of hope among youth who are being left out of the new economy;

Consumers from areas with a neighbourhood association expressed a feeling of greater safety within their own neighbourhood, but less safety in other areas.

Statistics. Between 1991 and 1992, in Waterloo Region, the number of charges to youth in Cambridge increased 40%. However, for 1993, the number of charges to youth had decreased again. Table 2 shows the number of charges to youth for these three years. The decrease in charges from 1992 to 1993 was mostly due to the 29% reduction in charges to the 12 to 15 age group; while charges to the 16 to 17 age group decreased 12% for the same period (Region of Waterloo Police, 1993).

TABLE 2
POLICE CHARGES TO YOUTH
CAMBRIDGE 1991- 1993

Youth Age Groups	1991	1992	1993
Phase 1(12-15)	209	292	205
Phase 2(16-17)	252	350	307

Source: Region of Waterloo Police, Youth Division

In the past few years, youth crime has increased across Canada. However, analysts have not made hasty conclusions about the meaning of such crime statistics stating:

It is unclear to what extent increases stem from actual changes in the behaviour patterns of young people, from heightened sensitivity to youth violence, or from changes in law enforcement practices and in the administration of youth justice (Frank, Autumn, 1992: p.3).

Between 1990 and 1992, Regional Police reported increased numbers of charges to adults for several criminal offenses (Regional Municipality of Waterloo, 1990b and 1992). Table 3 illustrates percentage changes over two years showing increases in the number of charges for almost every offense. Many of the charges are violent in nature or could make residents feel less safe. A noteworthy decrease was in the number of charges for narcotics related offenses. Caution must be taken in the interpretation of these statistics. Increased criminal charges do not necessarily mean there is more crime because these charges are also a function of policing practices. Also, not all charges lead to convictions. Nevertheless, the increase in charges in almost every offense category is interesting in that it corroborates the participants' perceptions of increased crime and violence in the community.

TABLE 3
CRIMINAL CHARGES FOR WATERLOO REGION 1990-1992

Criminal Offense	1990	1992	% Change
Sexual assault	349	386	10% increase
Assault with weapon	347	406	17% increase
Break & Enter	4,579	5,904	28.9% increase
Vehicle Theft	846	958	13.2% increase
Theft > \$1000	1,078	1,431	32.7% increase
Robbery-All types -with any weapon	133	198	48.8% increase
-with firearm	42	58	38% increase
	17	35	105% increase
Offensive Weapons	25	40	60% increase
Mischief < \$1000	5,256	6,147	16.9% increase
Homicide	2	6	200% increase
Narcotics			
-Cocaine	40	37	7% decrease
-Cannabis	380	364	4.2% decrease
Criminal Traffic			
-Dangerous operation	89	99	11% increase
-Impaired	1,137	1,203	5.8% increase
-Fail to remain	154	137	11% decrease
-Drive while disqualified	132	188	42.4% increase

Source: Regional Municipality of Waterloo, 1992

Statistics on criminal charges are not released separately for Cambridge. However, a Cambridge detective provided unofficial statistics on some criminal charges from the Cambridge detachment. In 1993, the number of charges in four offense categories were: Break and Enter - 1,220; Robberies - 41; Car Theft - 419; Sexual Assaults - 175. Since these statistics are from 1993 and the Regional statistics are from 1992 (see Table 3), the

exact proportion of criminal charges in Cambridge cannot be determined. A rough estimate can be made, assuming the number of charges were similar for 1992 and 1993. This comparison reveals that, as a percentage of all charges in the Region, charges in Cambridge accounted for 20% of break and enter, 20% of robbery, 43% of vehicle theft, and 45% of sexual assault charges. Given that the Cambridge population was 24.5% of the Regional population (Census, 1991), the number of charges for vehicle thefts and sexual assault in Cambridge was greater than would be expected based on the city's population. Meanwhile break and enters and robberies in Cambridge were less prevalent within the Regional context.

Domestic violence

Community consultations. Very few comments were made in focus groups about domestic violence, save that some people were more aware of it as a problem. A few consumers identified the need for a rape crisis centre in Cambridge (note: sexual assault service was established a few months after this comment was made). None of the focus groups in this study had family violence as a common concern of the group, thus it is not surprising that focus group comments on this theme were few.

Service providers who were interviewed were alarmed at apparent increases in family violence, indicating how this affects children, youth and adults.

We are a violent society already but kids today lean towards violence at an earlier age than previously.... The family has a smaller sphere of influence over their children and, unless they take a very active role in the transmission of values, those values will come from elsewhere. The values of TV and street life are often violent and abusive, something that adults are affected by as well.

...We see a slight increase where boyfriend is assaulting girlfriend.... I don't think most teens really realize that there is anything wrong or unusual about that.

- youth appear increasingly assertive against domestic violence or abuse from their parents and more willing or able to get out of abusive situations to live on their own;
- young people have a greater ability to recognize and a willingness to speak out about domestic violence (including emotional abuse), abuse of power (for example, by doctors or others in positions of authority), and discrimination;
- as gender roles change, social and economic strains intensify and as the population ages, domestic violence or distress will increase; this will put more strain on primary care-givers for the elderly;

- because of all the domestic violence and sexual abuse being disclosed at present, the family may not be the safe haven it was always thought to be; in fact, these issues were probably well hidden and unspoken in the past.

In terms of services addressing family violence, service providers viewed volunteer peer counseling and victim support services as being highly successful and worthy of expansion.

Statistics. As discussed in the section on Street Violence, charges for sexual assault have increased in the Region of Waterloo (10% increase over two years). Furthermore, this study estimated that, in 1993, Regional Police made 45% of sexual assault charges in Cambridge. The incidence of family violence is difficult to measure. However, a 1993 study of Family Violence by the Waterloo Region Social Resources Council consulted with services addressing violence and found evidence throughout the Region of increased domestic violence. The Family Violence report noted that “..efforts to address family violence are occurring in the midst of what appears to be escalating violence in our communities, our institutions and our society” (p.16).

The *Family Violence* report further observed that:

A wide range of family violence intervention services and supports have been developed over the past decade...despite the increase in early intervention and ongoing support services such as parent education programs, groups for children from violent families, individual and group counseling programs for women and for male batterers, long waiting periods are reported for many of these services. All major counseling agencies have waiting lists and specialized programs are being inundated with referrals from the broader service community. It is acknowledged that the demand for service will continue to grow as public awareness increases (p.13).

Community service providers are engaging in various education and public awareness activities in the area of family violence. However, formal support for prevention currently receives little funding priority, and responsibility for this area is unclear.... There is no structure or mechanism in place with responsibility for prevention activities concerning family violence in all forms (p 16).

Traffic safety

Community consultations. Some consumers in this study expressed concern about traffic safety. The following concerns were about conditions in specific neighbourhoods.

- two new schools are in close proximity to a road which sees car traffic in excess of 20 kilometers over the speed limit; this is unsafe for children who must cross the street and walk along the road's edge;

- it was difficult to get stop signs installed to help slow traffic along a city street where there are many children.

Statistics. Information on driving habits and statistics on traffic accidents provide an idea of the potential safety of local roadways.

In the *Ontario Health Survey* (Ontario Ministry of Health, 1990), some residents of the Region were asked about their health and health-related habits. On a self-reported vehicle speed rating, 24% of all drivers admitted to “driving faster than other vehicles”. Age was also an important factor, as 40% of people under age 24 reported driving faster than others.

Within the Region of Waterloo, charges of careless driving have increased 5.4% from 973 in 1990 to 1,026 in 1992 (Regional Municipality of Waterloo, 1992). In terms of the human impact of traffic accidents in the Region, Table 4 illustrates mixed findings. Between 1990 and 1992, the number of traffic accidents causing death or injury decreased. On the other hand, the number of hit and run accidents increased marginally.

TABLE 4
TRAFFIC ACCIDENTS BY PERSONAL INJURY OR DAMAGE
REGION OF WATERLOO 1990 TO 1992

Type of Accident	1990	1991	1992
Fatal Injury	16	15	11
Personal Injury	1,743	1,587	1,570
Property Damage	9,195	8,298	8,226
Hit & Run	2,345	2,301	2,361
TOTAL	13,299	12,201	12,168

Source: Regional Municipality of Waterloo, 1992

The relationship between speeding and traffic safety has been established and is becoming a widespread concern. Statistics released by the Ontario Provincial Police, Milton detachment (1993), indicate that excessive speed is the major cause of accidents on the 401. Meanwhile, some provincial police detachments are planning to implement a “photo radar” system to apprehend speeders.

A local indication of the concern for excessive speed has been the recent lowering of the speed limit by 10 kilometers per hour on the expressway (Highway 86) through Kitchener-Waterloo. This speed reduction came after several fatal “cross-over” accidents on that highway in the past few years. These fatalities were on provincial roads and are not included in the Regional Police statistics in Table 4.

INCOME

Within this theme, feedback and statistics are presented in two categories: income adequacy and income from social assistance.

Income adequacy

Community consultations. Many participants, who were receiving low incomes, viewed services, goods and recreational activities as too expensive. Adults saw this as more detrimental to their children than to themselves, commenting on the lack of subsidies for many children's programs and activities. Others were concerned about tax increases and the rising cost of living in recent years. Many youth pessimistically observed that things are getting more expensive, and that the economy in general is going to keep getting worse.

The following quotes from service providers indicate the extent to which income adequacy is an important issue.

...there's less money in the community, more people are living on a lower family income than they were a year ago. Two years ago maybe both had work, and then a year ago one had work but [the other] had UIC. Now... UIC has run out but there is still one person working in the family so they are not eligible for general welfare, so the family income...is decreasing.

In society we have the very very rich and the very very poor and where it impacts is not exactly at the top end of the scale.

Statistics. In 1991, there were 2,750 low-income families¹ in Cambridge, representing 10.7% of all families. The number of persons living in low-income family units in Cambridge (including families and unattached individuals) totaled 10,840, or 12% of the population (Statistics Canada, 1991).

There is an increasing incidence of low income among families in Cambridge. Also, there is a higher percentage of low-income families in relation to nearby cities. Low-income families in Cambridge increased from 10.5% of all families in 1981 to 11% in 1991. This is a higher proportion than the Regional rate of 10%, but the same as the rate for the province of Ontario.

¹Statistics Canada uses a "Low-Income Cut-Off" measure which is adjusted annually based on the size of the family and size of municipality of residence. The 1990 Low-Income cut-off rates for Cambridge were: 12,146 for one person, \$16,464 for a family of two, \$20,926 for three, \$24,094 for four, \$26,324 for five, and \$28,573 for a family of six people.

A different trend is emerging in the income levels of unattached individuals. The percentage of unattached individuals over age 15 who are receiving low incomes has decreased dramatically, from 41.6% in 1981 to 29% in 1991. This population includes those who were unmarried, divorced and widowed, a number of whom were over age 65 (Statistics Canada, Census data).

During the 1980's, in the province of Ontario, the number of families and unattached individuals living on a low income decreased. Fewer unattached individuals living on a low income has been attributed to the better financial position of the elderly due, in part, to improved income security programs (Ministry of Community and Social Services, 1989).

A recent survey of consumer finances (Statistics Canada, 1994) found that the incidence of low income among elderly families (i.e. elderly couples) has been decreasing steadily from 16% of all elderly families in 1982 to 9% in 1992. In 1989, the incidence of low income among elderly families decreased to a lower rate than among two-parent families. Throughout this period, the highest incidence of low income continued to be among the lone-parent families with the percentage hovering between 50 and 60 %.

Census statistics available to this project did not report the incidence of low income among lone-parent families, however, national statistics indicate that "single parents faced the highest risk of becoming poor in the 1982-1986 period"(Lempriere, 1992). This is particularly the case for women who are lone-parents. In 1991, almost two thirds of female lone-parents with children were living below the poverty line. This economic insecurity causes increased stress for both children and parents, and increased need for interventions by social agencies (Ministry of Community and Social Services, 1989; The National Forum on Family Security, 1993).

Another indicator of income adequacy in Cambridge is average family income. Census data reveal that while average family income has increased in Cambridge, it continues to be lower than the average for both the Region of Waterloo and the province of Ontario. Between 1986 and 1991, average family income in Cambridge increased by 40%, while the regional average increased 39%. Table 5 illustrates that 1991 average family income in Cambridge was lower than the averages for the Region of Waterloo, the province of Ontario and for Canada.

TABLE 5
COMPARISON OF AVERAGE FAMILY INCOME

	Average Family Income
	1991
Cambridge	\$50,472
Region of Waterloo	\$55,103
Ontario	\$57,227
Canada	\$51,342

Source: Statistics Canada, Census data

Income from social assistance

Community consultations. Many of the adult participants in focus groups were receiving social assistance, and most of them had something to say about their experiences with the system. The range of comments by recipients of social assistance addressed the following issues:

- social assistance benefits are too low for a minimum standard of living;
- information about social assistance policies is not uniformly available often resulting in different services between municipalities, and often within municipalities;
- there are unfair restrictions on what education/training programs can be taken without loss of benefits;
- it is often more lucrative to stay on the system rather than find employment and incur job-related expenses, such as, child care, transportation, etc.

The impact of living on social assistance is also affected by factors outside the social assistance system, such as:

- negative labels attributed to welfare in the society contribute to low self-esteem among recipients;
- people on welfare are more and more the target of harassment or “welfare-bashing” as they become easy scapegoats for economic problems;

- recipients experience feelings of shame and degradation when taking charitable food or clothing which leads some not to use these services even if they really need them.

Service providers made the following comments indicating the seriousness of having more people on social assistance:

- different people are on welfare as more people are displaced by economic restructuring (e.g. blue collar workers formerly earning good wages but now almost unemployable due to low literacy, or older white collar workers who face age discrimination);
- more people on social assistance are facing economic crisis (and related domestic or family crises) for the first time in their lives; this could increase the need for emotional or psychological support services in addition to income maintenance;
- welfare will become “workfare” as social income recipients are required to do some type of work or upgrade their education in order to qualify for their cheques.

..there are now more people on assistance than ever before. It's never been this bad and it is going to get worse. The number of people who are coming off UI and onto the welfare roll - it is really high, staggering.

Statistics. Community perceptions were that more people are on social assistance in Cambridge. Therefore it is important to examine statistics on the number of people receiving social assistance, the types of assistance received and, incidence of social assistance compared to other municipalities. Community concern about the adequacy of social assistance allowances will also be examined.

There are currently two social assistance programs in Ontario - General Welfare Assistance and Family Benefits Assistance. General Welfare Assistance (GWA) is intended as short-term financial assistance delivered and partially funded by municipalities. Family Benefits is a longer-term assistance delivered and funded by the provincial government through the Ministry of Community and Social Services. There are two ‘client groups’ served by Family Benefits Assistance (FBA) - sole support parents and disabled persons. By special arrangement, the Regional Municipality of Waterloo is one of nine areas in the province where Family Benefits for sole-support parents is delivered by the Municipality.

In Ontario, the number of residents receiving social assistance of any kind has increased dramatically over the past few years. In Waterloo Region, for instance, the number of families and single persons increased by 77 %, or 9,905 cases, between October, 1990 and October, 1993. Specifically the FBA disabled caseload increased by 41 % (1,310 cases), the FBA sole-support caseload increased by 69 % (2,927 cases) and the GWA

caseload increased by 105 % (5,668 cases) (Regional Municipality of Waterloo, Social Services, 1993).

Table 6 illustrates that the number of social assistance cases in Cambridge have increased between 1990 and 1993 but the percentage increase was less than in Kitchener-Waterloo. Thus, Cambridge's proportional share of the Regional caseload decreased between 1990 and 1993. In spite of this decrease, Cambridge's 28% share of social assistance cases in the Region was greater than might be expected based on the city's share of the population in the Region, which was 24.5% in 1991.

TABLE 6
CHANGES IN SOCIAL ASSISTANCE CASE LOADS
REGION OF WATERLOO
1990-1993

Monthly caseload totals and Regional proportions - All assistance types*									
	OCTOBER 1990		OCTOBER 1991		OCTOBER 1992		OCTOBER 1993		% Increase '90-'93
	Cases	% of Total	Cases	% of Total	Cases	% of Total	Cases	% of Total	
Kitchener-Waterloo Area**	8,657	68%	12,855	71%	15,444	72%	16,339	72%	88.7%
Cambridge Area	4,161	32%	5,264	29%	6,069	28%	6,384	28%	53.4%
Total	12,818	100%	18,119	100%	21,513	100%	22,723	100%	77.3%
% Increase year to year				41%		19%		5%	-

Source: Regional Municipality of Waterloo, Social Services Department, 1993

* Includes General Welfare Assistance, Family Benefits - Sole-support parents and people with disabilities

** Kitchener-Waterloo area includes townships of Wilmot, Wellesley and Woolwich; Cambridge includes township of North Dumfries

The incidence of social assistance within Cambridge can be estimated by comparing the October, 1991 caseload in Table 6 with the 1991 Census population. Caseload statistics include both Cambridge and North Dumfries and are comparable to the number of households² for both areas. This comparison³ indicated that an estimated 14.6% of households in Cambridge and North Dumfries were receiving social assistance in any given month in 1991. This involved 5,264 households and an estimated 14,317 people, both adults and children, relying on social assistance. Given caseload increases since

²Social assistance cases represent the number of family units and single persons receiving assistance, not the total number of people. Thus, caseloads can only be compared to the number of households, including families and unattached individuals, recorded in the Census for Cambridge and North Dumfries.

³In June 1991, the Census reported 35,900 households (27,345 families and 8,555 singles) in Cambridge and North Dumfries.. The caseload for Cambridge and North Dumfries in October, 1991 was 5,264 (Table 6). Hence, an estimated 14.6% of households in Cambridge and North Dumfries were on social assistance in any given month in 1991. Since the Census had 98,065 people living in these households, there were approximately 14,317 (14.6% of 98,065) people (adults and children) living on social assistance.

1991, it is likely that by 1993 there were over 15,000 people living on social assistance in the Cambridge area.

For October, 1993, statistics are available for Cambridge alone, and according to the types of social assistance. In that month, there were 5,893 ongoing social assistance cases in Cambridge (this excludes those who received assistance on a one-time or emergency basis). The caseload was broken down by type of assistance as follows: FBA sole-support parents - 2013, GWA singles - 1856, FBA disabled - 1222; and GWA families - 802. Sole-support parents and single people were the most common recipients making up almost two-thirds of all social assistance recipients in Cambridge.

Examination of the GWA (i.e., short-term assistance) caseloads in Cambridge indicates that the number of “employable” persons/families (i.e., those unemployed but seeking work) increased dramatically from October, 1990 to October, 1993. At the same time, the number of “unemployable” persons/families (i.e. those with a temporary medical condition) receiving GWA decreased.

An increase in employable recipients on welfare was not surprising during an economic recession. More surprising was that single people receiving welfare increased dramatically compared to families. Figure 8 illustrates that, between October, 1990 and October, 1993, the number of single male and female recipients increased sharply (146% and 147% respectively.) By 1991, the most common GWA recipient was a single employable male. Most of the increases occurred during 1991 and 1992, with numbers leveling off by October, 1993.

FIGURE 8

Trends to increased numbers of social assistance cases can be accounted for by several factors. Firstly, amendments to related federal and provincial legislation, such as, the Unemployment Insurance Act and Family Law Act have had an impact on social assistance eligibility. Secondly, changes to social assistance legislation have served to expand eligibility, particularly in relation to low-income wage earners. Lastly, and perhaps most importantly, the changing economy of Ontario and the corresponding increases in unemployment have resulted in an increased need for social assistance.

Expanded GWA eligibility for low-income earners has indeed been a factor locally. In October, 1990, recipients reporting earnings were 59.9 % of the total GWA caseload in Cambridge; by October, 1993, they represented 77.9% of the caseload.

The adequacy of social assistance rates has been the focus of considerable study in the last few years in Ontario. The Ministry of Community and Social Services has commissioned advisory committees for the purpose of reforming the social assistance system resulting in reports such as: *Transitions* (Social Assistance Review Committee, SARC, 1987), *Back on Track* and *Time for Action* (Advisory Group on New Social Assistance Legislation, 1991 & 1992). In *Time for Action* the advisory group challenged the common public misconception that welfare assistance is a substantial income. Comparisons of social assistance rates and Statistics Canada Low-Income Cut-Off (LICO) levels (see definition on p. 28) for January 1992 revealed that:

..the rate [of social assistance] for a single employable person is less than half (49.9 %) of the low-income cut-off. For an employable couple with two children under 12, social assistance pays about 57 % of the LICO. A sole-support parent with one child would be at 67 % of the cut-off, and a single disabled person would be 69 %, but the LICO does not include any of the additional costs of disability (p.30).

People who are working can receive partial social assistance to increase their combined income (earnings are partially deducted from social assistance). However, the *Time for Action* report noted that, in 1992, the vast majority who received income other than social assistance had a combined income of less than \$20,000 gross annually (p.30). Also the portion of this income, on average, that results from earnings can be relatively low. For example, in October 1993, GWA clients in Cambridge reported average earnings of \$424 per month (i.e., \$5088 per year); this average had been \$373 per month (or \$4,476 pr year) in October, 1990 (Region of Waterloo, Social Services, 1993). Information was not available on combined incomes from social assistance and earnings in the Region. However, since a portion of these earnings are deducted from social assistance cheques, recipients with earnings could still have incomes below the low-income cut off.

EDUCATION/TRAINING

Both youth and adults expressed concerns about the effectiveness of the education system and issues of accessibility to adult education courses. These issues are examined separately.

School system

Community consultations. Given that school is a central focus of life for youth, it is perhaps not surprising that two-thirds of comments by youth were about their elementary or secondary education. Youth currently in school made the following comments:

- schools are overcrowded and many resent having to learn in portables, which are small and often under or over-heated;
- there is a lack of support from teachers, counselors and school principals and students are just numbers being pushed through the system;
- they do not believe they are being taught what they would need to get a job, and are being taught “useless” subjects; those making this comment saw an urgent need to improve the education system.

Youth recognize that job training or post-secondary education is necessary to increase the chances of getting a job after high school. However, there is increasing resentment amongst youth about the lack of employment possibilities after they have attained a post-secondary degree or certificate.

A few youth made positive comments about school, expressing their satisfaction with extra-curricular activities such as sports, dances and trips.

The majority of adult comments about education were about the quality of education their children were receiving. They reported:

- concerns that the standard of education in Ontario is too low and that children are getting through the system without the basic skills necessary to get them decent jobs;
- frustration about the continuing restructuring of the schools in Cambridge, especially the changing focus of Jacob Hespeler Secondary School from a vocational school to a mainstream school and the waste of expensive trades equipment;

- in new areas of the city, there is dissatisfaction with school board policy for planning for new school facilities based on the current population of children; the inability to address anticipated growth in neighbourhoods means that most schools, even new ones, are overcrowded requiring continued reliance on portables.

Some adults had some favourable impressions of the education system.

- some expressed satisfaction with the curriculum in the public schools;
- in one school area, adults commented favourable about classes with multi-age groupings which was recently implemented in the school.

Service providers in the education system addressed the considerable challenges facing the education system in the next few years.

..the public is not necessarily going to continue to tolerate the high cost of education. So there are going to be changes.

Experiential learning is what the kids are asking for so why don't we give it to them? That's why I'm really excited about the alternative education program...we'll be starting next year. I hope this will be the start of a trend away from narrowly academic education which will spread to 'normal' kids as well.

- personal counselling at high schools may suffer while the demand from students is growing; the demands from the government upon the counsellors' time to do bureaucratic work and job counselling are also growing;
- a large number of students are not making it through the school system;
- schools will need to look closely into the provision of day-care facilities for teenage mothers and increased emphasis upon family life and sex education.

Suggestions to address some of these concerns were also offered by service providers, as follows:

- peer and group counselling among students are highly successful and may be expanded as a partial solution to the increased administrative demand placed on counselors;
- alternative education (less formally structured, non-academic or "experiential" courses offered outside the school) should be increased for students who leave the regular school system.

Statistics. The education levels of Cambridge residents have been increasing but remain lower than residents in nearby municipalities.

Figure 9 illustrates that Cambridge residents over age 15 increased their education levels over three Census years. By 1991, fewer people had “Grade 9 only” and more had a secondary and post-secondary school education. There are two possible reasons for this change: residents have been achieving higher levels of education and/or newcomers to the city have higher education.

FIGURE 9

While education levels in Cambridge have increased, they continue to be lower than levels in Waterloo Region, Ontario and Canada. An educational review in 1983, quoted in *Cambridge in Transition* (1988), found that the average education level of Cambridge residents over 15 was lower than the average for Kitchener-Waterloo, Ontario and Canada. Table 7 compares the findings from the 1983 review of education levels with the 1991 Census, showing the continuing trend of a less educated populace in Cambridge. While information was not available for Trade Diplomas for 1983, the information was included for 1991 to illustrate that Cambridge had a higher percentage of residents with trades education than did Waterloo Region and Ontario, but still lower than the national percentage. This indicates that Cambridge may continue its tradition of more residents in “blue collar” professions than other cities in the area.

TABLE 7
COMPARATIVE EDUCATION LEVELS
AS A PERCENTAGE OF THE POPULATION
1983 TO 1991

Education Level	Cambridge		Waterloo Region		Ontario		Canada	
	1983	1991	1983	1991	1983	1991	1983	1991
Less than Gr. 9	22.2%	13.9%	NA	12%	17.4%	11.5%	20%	13.8%
Trade Diploma	NA	3.4%	NA	3.3%	NA	3.4%	NA	3.9%
University Degree	4.5%	6.9%	10.3%	11.6%	8.9%	12.9%	8%	11.3%

Source: Cambridge in Transition, 1988; Statistics Canada, Census data

“Early school leaving”(dropping out of high school before graduation) was the focus of a recent national study, the *School Leavers Survey*. The study found that, among young people under 20 years of age, 22% of males and 10% of females were early school leavers. The study also found that early school leavers had grim employment prospects. Those who had dropped out were less likely to be employed in comparison to those who had graduated from high school. Even more alarming was the finding that even high school diplomas were not enough to significantly increase the chances of employment among young people. Researchers found that youth who lived in lone-parent families and those who had no parents were more apt to be early school leavers than youth from two parent families (Gilbert, 1993; Gilbert & Orok, 1993).

Statistics on school leaving in the Region of Waterloo cover one school year, and are not comparable to statistics from the national survey. In 1992/3, the Waterloo County Public School Board reported that 1,922 students left school before graduation from a population of 20,438 students, (i.e. 9.4 per cent of the school population). For its two secondary schools in Cambridge with enrollment of 1,603, the Waterloo Region Catholic School Board indicated early school leaving at the rate of 7.7%.

In the 1993/4 school year, the Waterloo County Public School board started keeping statistics on Cambridge school leavings. Between September and February 1994, a total of 575 students dropped out of the public secondary schools in Cambridge. Sixty per cent reported “entering the work force” as their reason for leaving school. Fifty-eight per cent were age 18 or over. During the same period there were 218 re-entrants to these Cambridge secondary schools.

Another indicator of education is the literacy level. Studies have concluded that Cambridge residents have lower literacy skills than those in nearby cities. In 1988, it was estimated that 20% of the adult population in Cambridge were functionally illiterate (Cambridge in Transition, 1988). A recent study by the Waterloo Region Literacy Community Planning Process (1994) determined that literacy levels in Waterloo and Kitchener compare favorably with the rest of the province while Cambridge residents have, on average, lower literacy skills. However, the Literacy Committee also considered it unacceptable that 20% of the population in the Region have difficulty reading.

Adult education/Job training

Community consultations. Adults expressed real concerns about the availability and accessibility of adult education and job training opportunities for the unemployed or under-employed.

- most adults who were, or are currently unemployed, thought that there are too few training programs that would actually make people more employable;
- existing training programs which are helpful are usually full and have long waiting lists;
- many were concerned that the spaces available for adults wishing to upgrade their education are decreasing due to government cutbacks.

Statistics. Issues examined are the local and provincial trends in adult education and the current predictions about what types of skills employees will need to meet the expectations of employers.

National statistics have found that adults have been going back to school in increasing numbers, indicating a possible trend to “lifelong learning”. The majority of those returning to school are employed and a high percentage are women (Haggar-Guenette, 1991).

Both the public and separate school board in Waterloo Region offer adult education courses. One school official for the public board commented that despite the tough economic times, there has not been a dramatic increase in night school enrollment. In the fall of 1993, 186 adults enrolled for credit courses through the public board of education. For the day-time equivalent enrollment has increased; 596 adults were enrolled during 1992/3. These statistics could indicate adult education is more popular among the unemployed, rather than among the employed, as national studies have found. However, these local statistics are for one school year and could be a function of the recent recession. More intensive study of enrollment in adult education, including universities and colleges, would be needed to determine the extent to which Cambridge residents are upgrading their education.

Employment-related training is the focus of the Cambridge Industrial Training Committee (CITC), whose purpose is to identify local training needs and employment trends by surveying local business firms. The CITC 1992-93, *Summary Report of the Human Resource Needs Assessment Survey*, (Waterloo Management Education Centre, 1993) reported that there is a present need to retrain 1800 Cambridge workers (or 10% of the work force) within the next two years. The report recommended that training is needed in the areas of “technological” and “people” skills. This assessment directly influences the type of training and number of spaces allotted to this community. In comparison to surveys in previous years, businesses are increasingly looking for “multi-skilled”, “engineering” and “computer skilled” workers. Educational requirements for all types of

employees including product fabrication and assembly have a common element - the need for post-secondary training, confirming the expectations of consumers in this study.

In its 1993 strategic plan, the *Cambridge Canada Employment Centre* (CEC) concluded that “there is no clear indication of where job growth will occur, making it difficult to plan adjustment services. What is known is that low-skill-low paying jobs are outpacing the growth of high-skill-high paying jobs” (p.16).

Using information from the CITC, the Cambridge CEC annually funds several employment assistance and job training projects provided through contracts with local organizations and educational institutions. Such programs are designed for people on Unemployment as well as those on social assistance, immigrants, and several special needs clients (people with mental health problems, people with disabilities, older workers, immigrants and visible minorities). Programs range from job search assistance, self-employment services to training for specific skills such as computer/office skills.

In 1992, provincially sponsored programs such as Opportunities Planning and Jobs Ontario were established to assist those on social assistance to access job training and employment opportunities. Opportunities Planning is a client-centered, bottom-up approach which is in the process of its first evaluation. A recent development in the program is the establishment of an Innovation Loan Fund to provide assistance for books and supplies for those returning to school.

HOUSING

Within the theme of housing, participants primarily commented on two main issues: affordable housing and housing for those with special needs.

Affordable housing

Community consultations. Both adults and youth living in subsidized housing expressed similar concerns about this type of housing.

- there is low satisfaction with the maintenance of subsidized housing units, their construction and general appearance;
- housing areas continue to have a poor reputation and are stereotyped unfairly.

Adults also had positive comments about living in subsidized housing.

- there are fewer problems in housing developments than in the past;
- the addition of new co-op and non-profit housing has increased the supply of affordable housing.

Service providers commented on the supply of affordable housing.

...[there is] not only a need to catch up with what we already don't have, but...also to keep building, keep making units available ... If it does get better it's not going to happen overnight, it's going to be a long time before everyone has access to a unit they can afford.

- the need for low-rent housing is likely to increase because more people are living on a low income;
- even though the vacancy rate is high right now, the perception is that many of the available units are in the higher rent market which people receiving low incomes cannot afford.

Service providers viewed increased participation by people in subsidized housing as a positive sign. For example, Cambridge Housing Acting Together, a group of residents living in subsidized housing, have shown that residents of housing developments can come together to address common concerns.

Statistics. The availability of affordable housing is related to many factors some of which are vacancy rates, rental amounts, and characteristics of the population as they relate to the demand for certain types of housing.

The semi-annual Canada Mortgage and Housing Corporation *Rental Market Survey* (1989,1992,1993) has, in the past few years, reported changes in both vacancy rates and average rents in the city of Cambridge. Key findings in the October, 1993 report for Cambridge were as follows:

- ⇒ Vacancy rates in privately built two-bedroom apartments have increased from 0.6 in October, 1990 to 4.9 in October, 1993. The vacancy rate in publicly initiated units (i.e., co-operatives and non-profit housing) was 1.0% in 1993;
- ⇒ Average rents for apartments have decreased in the past two years. For example, the average rent for three bedroom apartments decreased 21.8% from \$658 in October, 1992 to \$597 in October, 1993. Rents for one and two-bedroom apartments decreased 3.7% and 1.0% respectively over the same period.
- ⇒ Average rents for apartments and row house units in Cambridge are lower than rents in Kitchener and Waterloo. Rents in Cambridge can be as much as \$200 lower than Waterloo and \$90 lower than Kitchener rents depending on the type of unit. Cambridge rents are consistently below the average in the Kitchener CMA (includes Kitchener, Waterloo, Cambridge, North Dumfries and Woolwich Township) for all types of rental accommodation (CMHC, Rental Market Report, Oct. 1993).

While rents in Cambridge have been lower in comparison to other communities in the Region, income levels of residents have also been lower (see income adequacy theme area). In 1991, the average family income in Cambridge was .91 of the average family income for the Region of Waterloo. Furthermore, between 1986 and 1991, the number of people spending more than 30% of their income on housing increased by 11.3% for those renting and 21.5% for those making mortgage payments. For more families in Cambridge, housing has become more expensive in relation to family income.

The *Planning and Implementation Strategy for Housing in the City of Cambridge* (Ellison-Wareing, Sept., 1991) estimated that based on income information in 1990, “a mere 28% of all households [who were not currently home owners] have the option to own their own house, while 72%...do not have the means to purchase a dwelling unit” (Section 8.1). Nevertheless, the report concluded that developments in 1991-92 would address the issue of affordable housing, such as:

- ⇒ “the construction of over 300 assisted housing units”;
- ⇒ “a smaller percentage of detached one-family dwellings is being built while the percentage of other dwelling types is increasing”;

⇒ “potential leveling of house prices and interest rates may result in increased affordability.”

Developments since 1991 such as, the supply of assisted housing, diversity in dwelling types and housing prices can be used as indicators of how affordable housing is in Cambridge.

The number of assisted housing units has increased since 1991 resulting in 2,245 units being available by October, 1993. However, the vacancy rate among these units was 0.1% in the same month (CMHC, 1993). Also in 1993, officials at the South Waterloo Housing Authority reported a waiting list of anywhere from 350 to 500 families for their subsidized housing units in Cambridge.

One barrier to building more affordable housing units is the NIMBY (Not-in-my-backyard) attitude to subsidized housing in existing residential communities. A study conducted by the Waterloo Region Housing Coalition, *Affordable Housing and Community Attitudes*, (October, 1993) examined attitudes of people towards different types of housing being built in their neighbourhoods in the three major urban centres in the Region. Subsidized housing was reported to be less acceptable than many other types of special needs housing, such as housing for people with physical disabilities, and for troubled youth.

Assisted housing units in Cambridge are not sufficient in numbers to meet all needs for lower cost housing. Also important is the supply of dwellings which are available for rent. In recent years, Cambridge has had a lower percentage of apartment units than nearby cities. According to the 1991 Census, only 21.5% of all dwellings in Cambridge were apartments, compared to 31.1% in Kitchener, and 29.2% in Waterloo. In the same year, only 35 per cent of Cambridge dwellings were rented, while 42.7 % of all dwellings in Kitchener were rental units. Cambridge also has a higher percentage of single detached dwellings (59.1%) than Kitchener (50.3%) or Waterloo (53.7%). So, even if the vacancy rate is high, the actual number of units available to rent could be lower than in other cities.

Recently there has been a lull in the private sector building of apartments. The 1992 *Annual Housing Report* by the City of Cambridge's Planning Department, reported a reduction in building permits for all types of residential housing from 997 in 1991 to 662 in 1992. Decreases were primarily in permits for apartments and row housing, while permits for detached housing remained stable. This appears to be a recession related phenomenon as the trend since 1992 has been towards construction of a greater mix of housing types in Cambridge. The City's Development Monitoring System projects a continuation of this trend. This, combined with continuation of lower rents, has the potential to improve the supply of affordable housing in Cambridge.

The other side of the issue of demand for housing is the potential pool of renters. One group of potential renters, single people, were less apt to being living on their own in 1991 than in 1986. During that time, the number of “Never Married Children at Home”,

who were over age 25, increased from 1,335 to 1,945 - a 45% increase. While this could be

temporary during the recession, it may have contributed to less demand for rental units in the past few years.

There are some indications that home ownership could be more affordable in the future. After an increase in the late 1980's, housing prices peaked in 1990 at an average cost of \$137,000 for all housing types (two story, detached, town houses and condominium apartments). Since 1990, the average price of housing in Cambridge has fallen to \$122,750 in 1991 and \$119,000 in 1992. Another factor which could improve chances for home ownership, and increase the supply of rental accommodation, is the proposed Bill 120. This legislation would allow "apartments as-of-right" in any detached, semi-detached or row house". The press release accompanying the proposed legislation predicted an increase in housing renovation activity as people add accessory units to their homes (City of Cambridge, 1991,1992).

In spite of the noted improvements in the supply and cost of housing in Cambridge, other evidence indicates that many city residents with low incomes will continue to need more affordable housing.

Special-needs housing

Community consultations. Housing for specific interest groups, although affecting a relatively small number of people, is nevertheless an important human service issue. Participants made the following comments about housing for people with physical and mental disabilities, and homeless youth.

- people with physical disabilities agreed that housing built for them was not well-planned; they thought this reflected both a lack of knowledge among architects of the needs of those with physical disabilities and the inadequacy of the building codes for this type of special need;
- people with mental health problems pointed out that there are only eight housing units in Cambridge specifically designated for them; they have found other types of housing, such as domiciliary care units, too expensive and too institutional (i.e. restrictive);
- participants, both adults and youth, were concerned that males, both adult and youth, were living on the streets because there is no emergency housing for males in Cambridge.

Statistics. Recently, local studies have addressed the need for emergency housing for males in Cambridge. In 1991, a needs assessment was conducted on emergency housing for male youth in the city. The study found that, during a one-year period, between 94 and 97 male youth were in need of emergency shelter. The nearest facility offering emergency shelter for male youth was in Kitchener. Meanwhile, young women in such circumstances had access to a shelter in Cambridge (Social Planning Council of Cambridge & District, 1992a, February).

The Report of the Ad Hoc Working Group on Youth Housing, Employment and Support Services (Waterloo Region Social Resources Council, 1992), noted that there are four hostels operating in the Region for people over 16, three in Kitchener and one in Cambridge. The shelter in Cambridge currently offers accommodation for young women only. In terms of hostel services for males in Cambridge, two findings in the report were of note:

- ⇒ Service providers from Cambridge area noted that youth are often reluctant to travel to Kitchener to gain access to the hostels (p.11).
- ⇒ ...the age mix of clients can range from 16-85 in hostel accommodation, can pose problems ranging from managing different preferences in lifestyles to negative influences upon younger and more impressionable youth by chronic abusers of alcohol and drugs (p.11)

While not considered crisis housing, a housing registry service is available in Cambridge directing young people to short- and long-term housing in as little as 48 hours. Increasing numbers of youth have been served resulting in “less staff time for tracking and follow-up of clients which reduces the quality and quantity of outcome and follow-up information” (Waterloo Region Social Resources Council, 1992, p.11).

The issue of homeless male youth in Cambridge continue to be a concern of the Youth Advisory Committee of the Social Planning Council of Cambridge & North Dumfries.

Attitudes towards different types of housing and people with special needs can also be a factor in establishing specialized housing. The 1993 study by the Waterloo Region Housing Coalition indicated that people in the Region may be less tolerant towards certain types of special needs housing, such as “group homes for troubled youth,” “halfway houses for people released from prison or following drug or alcohol treatment.” The highest tolerance level found was for housing to address the needs of people with physical disabilities.

LABOUR FORCE/JOB AVAILABILITY

Participants commented on two main aspects of this theme, concerns about job availability in the changing local economy and changes in the work patterns such as commuting. These issues are addressed separately.

Job availability

Community consultations. Consumers, both youth and adults, were feeling quite hopeless about the economy in 1993 and expressed this feeling briefly and very succinctly. The prospect of a “jobless recovery” had most consumers shaking their heads and smiling sadly.

Youth expressed more pessimism about their job prospects than adults. They made the following comments:

- most viewed their chances of getting jobs in the future as poor and getting worse;
- many commented that there are very few part-time or summer jobs, in which valuable work experience could be attained;
- others were apprehensive about joining the work-force after finishing school because of limited job opportunities ;
- many recognized that they would likely need college or university training to be marketable employees, yet were not sure they could afford post-secondary education;
- youth in the labour force have seen job requirements getting tougher; they expressed the need for training programs to upgrade skills to get or keep jobs.

Adult consumers generally had short discussions about this theme, possibly reflecting a helplessness about job prospects in their futures. They made clear and concise comments.

- “There are no jobs.”
- “Jobs? What jobs?”

Service providers agreed with most consumer concerns and provided their insights on a lack of employment opportunities for their clients.

...there aren't as many jobs; people are being laid off from their jobs. I've noticed that it's gotten worse.

- the long-term unemployed, including many with professional qualifications, are increasingly turning to self-employment and entrepreneurial activity;
- a new economy is developing, as manufacturing declines relative to services; this new economy requires high levels of literacy, numeracy and the ability to think creatively and a smaller number of well-paid employees;
- there are continued high levels of unemployment and an increase in the number of people seeking welfare or other social services;
- the “jobless recovery” will likely mean a growing number of working poor, in addition to long-term unemployed people; new categories of unemployed people who were previously contributing to the tax base are expected to become service consumers; services providing employment options and personal support will face increased demand.

Statistics. Job availability in Cambridge can be examined in terms of issues such as: changes in the city's economic base, job losses during the recession, changes in labour force participation, and the position of disadvantaged workers.

There are several indicators that the economy of Cambridge has been changing.

In 1992, the City of Cambridge set up the Jobs For Cambridge Task Force for the purpose of putting forward a series of recommendations to lay the foundation for an Economic Development Strategy. The Economic Climate Sub-Committee of the task force reported:

A major restructuring is taking place in business: manufacturing jobs are being replaced by service sector jobs. Automation is taking its toll of some manufacturing jobs and other jobs are being relocated to low-wage areas. It is not that manufacturing is decreasing in economic importance - it still accounts for 20% of Canada's gross domestic product - but it's doing this with two-thirds of the number of jobs (p.5).

Information collected on local industrial businesses indicates there are fewer manufacturing companies in Cambridge than in the past. In 1991, 59.9% of Cambridge businesses listed in the Cambridge Industrial Directory were in manufacturing; by 1993, only 45.8% were manufacturing businesses (Cambridge Business Development, 1991, 1993).

During the recent recession, there have been several business closures which had considerable impact on the availability of jobs. Statistics on Cambridge business closures collected by the Cambridge Canada Employment Centre (1993) tell the economic story. Between 1990 and 1993:

- ⇒ A total of 42 businesses closed, 66% of which were in the manufacturing sector;
- ⇒ In total, 2,039 jobs were lost due to these closures;
- ⇒ Profit losses were responsible for at least 14 (33%) of the closures, but another 13 (31%) were business moves to another location;
- ⇒ Of the 13 business moves, seven went to the U.S.; two to Quebec; two to Mexico; and one split operations between another Ontario location and one in the U.S.

The job situation in Cambridge cannot be viewed only in terms of business closures and job losses. Information on Cambridge businesses by number of employees provides a view of the current employment situation, at least among industries. Table 8 compares statistics on industrial businesses in Cambridge for 1987, 1991 and 1993. The most noticeable changes are the growth in the smallest (< 25 employees) and largest businesses (>300 employees).

The most growth was among businesses with less than 25 employees, both in number of businesses and number of employees. In 1987, these small businesses represented 64% of all industrial businesses in Cambridge, by 1993 they represented 78%. In general, businesses with fewer than 100 employees have become more important as employers. By 1993, they employed 38.3% of people employed by Cambridge industries, while the 300+ employee businesses employed 40.8%. During this six-year period, businesses with 100-300 employees were reduced in number by five and had a 32% decrease in the number of employees.

TABLE 8
CAMBRIDGE INDUSTRIAL BUSINESSES
BY SIZE AND NUMBER OF EMPLOYEES
1987, 1991 AND 1993

Size by number of employees	Number of Businesses			Total Number of People Employed		
	1987	1991	1993	1987	1991	1993
1-24	250	392	550	2,178	3,200	4,108
25-99	88	102	107	4,798	5,114	5,055
100-300	37	36	32	7,029	5,630	4,777
300+	13	15	17	N/A	8,040	9,642
Total	388	*556	**706	N/A	21,984	23,582

Sources: Cambridge In Transition, 1988; City Cambridge Industrial Directory, 1991 and 1993

* Eleven businesses were listed as “number of employees unknown”.

** Four businesses were listed as “number of employees unknown”.

The growth of small business in Cambridge has also been identified as a national trend. A recent analysis determined that in 1989, 40% of the labour force was employed in businesses with fewer than 100 employees (similar to the 38.8% rate in Cambridge in 1993). The same report weighed the costs and benefits of small-firm versus large-firm employment and found that small-firm employment provides lower wages and fewer benefits than larger firms (Schellenberg, 1994).

Self-employment has also increased in Cambridge which corroborates the perceptions of some participants in this study. The percentage of people in the labour force who are self-employed has steadily increased according to the last three census. In 1981, 3.4% of the labour force (1,360 people) were self-employed; this increased to 3.7% (1,590) in 1986 and 5.7% (2,870) by 1991. As the 1981 Census was also during a recession, it appears that increased self-employment in 1991 is not entirely a response to fewer paid jobs, but represents more entrepreneurial activity in Cambridge.

The number of people employed in Cambridge industries shown in Table 8 does not reflect the total labour force of Cambridge residents. Employees in Cambridge businesses can be from other cities, just as some Cambridge residents may work in businesses in other cities. In 1991, 50,515 Cambridge residents were employed, either full-time or part-time. There were 27,645 males and 22,870 females. Compared to 1986, there were 18.4% more people in the labour force, which was more than the 16.1% increase in the city's population during that period. Thus, it appears that the labour force of the city has increased relative to its size.

The Census also provides information on labour force occupations for all employed residents regardless of where they work. Comparison of Census information from 1981, 1986 and 1991 reveals that manufacturing occupations have decreased noticeably. In all other occupation groups, there was increased activity (See Figure 10). (See Appendix D for additional occupation statistics including gender differences).

FIGURE 10

Unemployment has risen in Cambridge due to the recent recession, but also due to the “restructuring” in business referred to by the Jobs for Cambridge Task Force (1992). Since 1989, unemployment rates in Waterloo Region have risen steadily, but as Figure 11 illustrates, unemployment has decreased after peaking at 11.6% in the fall of 1992.

Current unemployment rates for Cambridge are not available from the Canada Employment Centre which records rates at the regional level. However, an unemployment rate for Cambridge is available from the last Census in June 1991. For that month, Cambridge had 11% unemployment rate which was higher than the Regional rate of 9.8% reported by Canada Employment. Similarly, in 1986, the Census found higher unemployment rates in Cambridge (6.8%) than for the Region of Waterloo (5.8%).

FIGURE 11

Given historical trends to higher unemployment in Cambridge, it is likely that at least one percentage point can be added to the regional unemployment rates to estimate the unemployment rate in Cambridge.

As this report neared completion, the unemployment rates for the Kitchener Census Metropolitan Area (CMA), which covers Waterloo Region, were reported to be the lowest in Canada (Canada Employment Centre). Figure 12 illustrates the declining unemployment rates in the region for 1993, showing it to be lower than rates for both the province and the country.

FIGURE 12

<p>UNEMPLOYMENT RATE COMPARISONS FOR K-W CMA, ONTARIO AND CANADA</p>

Source: Cambridge Canada Employment Centre, Dec. 1993

Unemployment has affected Cambridge residents differently depending on age and gender. In recent years, young people age 15 to 24 have had higher unemployment rates and reduced labour force participation⁴. In June, 1991, the Cambridge unemployment rate of people aged 15 to 24 was 16%, up from 12.6% in 1986. Unemployment rates for people over age 25 was 9% in 1991, up from 4.3% in 1986 (Statistics Canada, 1986 & 1991).

Both males and females between 15 and 24 reduced their labour force participation between 1986 and 1991, while adults, both male and female, over age 25 became more active (see Figure 13).

FIGURE 13

Similar trends in youth employment have been found in a recent nation-wide study of labour and income by Statistics Canada. Nationally, youth had a 70.2% participation rate in 1993, which is very similar to the local rate for 1991 (see Figure 13). The study found that many youth across Canada have responded to the poor job situation by staying in school or returning to school to improve their credentials. However, due to the scarcity of part-time and summer jobs, valuable work experience is not obtained before they complete school which makes them less competitive upon graduation. The report concluded that youth have been harder hit by this recession than the recession of

⁴The labour force participation rate is the percentage of the population (or sub-group) 15 years and over that is employed or unemployed but actively seeking work.

1981/2.(Sunter, 1994).

Females in Cambridge have become more active in the labour force, increasing their participation from 54.3% of all females in 1986 to 63% in 1991. As shown in Figure 14, labour force participation by females with children increased, regardless of the age of the children. Females with no children were least likely to be employed, however, this group likely includes older women with grown children who may have never been employed outside the home. Nationally, employment rates of women with young children have been rising steadily since 1981 (Oderkirk, 1992).

FIGURE 14

Despite increased participation, females working full-time continue to earn much less than men, with earnings at .64 to that of males (Statistics Canada, 1991). As determined in the Demographic Profile of this report, there are more lone-parent families, and with the lower earnings of women, there is a strong likelihood that more children are living in low-income families than ever before.

Another change which affects income levels has been the increase in part-time employment among women. In 1986, 44.4% of women who were employed worked part time. This increased to 50.8% by 1991. The percentage of men working part time has stayed at almost the same rate of approximately 34% of all employed males. More recent analysis of the Canadian labour market found that “nearly 60% of overall employment

growth in

1993 was accounted for by part-time workers”, and furthermore, “the number of adults who had to work part time because they could not find full-time jobs continued to increase in 1993” (Statistics Canada, 1994, Spring, p.7).

There is considerable optimism about the economic future of Waterloo Region and Cambridge. The following prediction was made in *Cambridge Business Update*, (Cambridge Business Development Department, 1992):

Southern Ontario, and specifically Waterloo-Wellington Region, is seen to be in a position to lead the way in future economic growth, primarily as a result of the area’s industrial and commercial sectors’ pressures and technological change...areas which are expected to be the engines of further economic growth - computing, software, telecommunications, electronics, financial services and environmental protection. We have the consulting expertise and the other knowledge-intensive goods and services as well as a highly talented labour pool that allows us to successfully adapt and change in an increasingly changing world (p.1).

A recent study of the economy of Waterloo Region concluded that the Region’s economy has been and continues to be among the most successful in North America. The author supported this conclusion with evidence of higher growth in employment (an average of 2.9% per year) than other metropolitan areas in both Canada and the southern U.S.A. (Smith, 1993).

The unanswered question is whether the projected economic growth in the Region will make a significant impact on job opportunities for the people of Cambridge.

Work Patterns: Commuting

Community consultations. Participants were in general agreement that more people in the city are now commuting to work elsewhere. Concerns about this trend were:

- commuters tend to be less involved in community life and their absence could also contribute to the problem of “latch-key” children;
- in Hespeler, in particular, there appears to be a growing split between long-term residents and newcomers.

Participants who lived in new areas of Cambridge were primarily newcomers, many of whom were also commuters. Several had the impression that anywhere from 60 to 80 % of their neighbours were also commuting to work outside the Region of Waterloo.

In contrast to some participant impressions that commuters are less involved in the community, the commuters participating in this study expressed their willingness to be involved in their new community. Some of the most positive comments about Cambridge came from commuters.

- many newcomers have found that people are friendlier here than in [previous community];
- others moved here because they thought it would be good place to raise their children;
- newcomers also appreciated the city for its' small town feel and proximity to rural areas and green space.

Service providers also commented on the increase in the number of residents who commute to work.

- the increased commuter population may require new services (e.g. activities and supervision for “latchkey kids”).

Demographically, the profile of Hespeler has changed...[it's called] 'Mississauga West' ...a lot of people are commuting..Hespeler has become a 'bedroom community' ...it is bound to change with the influx of new people. (service provider)

Statistics. Census information has indicated that a good portion of the population increase in Cambridge can be attributed to intra-provincial migration, or movement within the province of Ontario (see Figure 5, p.13). Other Census statistics on the Place of Work confirm that there has been a substantial increase in the number of people in Cambridge who commute to work outside the Region. In 1986, there were 3,725 people in Cambridge commuting outside the Region of Waterloo. By 1991 this number had risen to 8,275, representing a 122% increase over that five-year period (Census 1986 & 1991). In 1991, commuters comprised 17.3% of employed people in Cambridge (Statistics Canada, 1986 & 1991).

The Canada Mortgage and Housing Corporation's *Rental Market Survey* (October, 1993) predicted that based on improved economic performance in the Kitchener Census Metropolitan Area, which includes Cambridge, migration to the area from other parts of Ontario and Canada will increase in 1993 and 1994.

The impact on a community of increasing numbers of people who commute to work has not been specifically researched. Apart from the obvious increase in demand for services of all kinds, there is the potential for a split between long time residents and newcomers. The lives of the latter, because they work elsewhere, may not be entirely vested in this community.

HEALTH

Under this theme participants commented on two health issues: health services in general, and health issues in selected populations

Health Services

The issue of health and health services seems more important to adults than to youth in Cambridge. A majority of participant comments related to medical services in Cambridge. Consumers reported:

- many have had difficulty finding a family doctor in Cambridge; newcomers have found this virtually impossible;
- there are too few specialists in some areas (e.g. psychiatrists and obstetricians);
- the lack of hospital and treatment services locally means patients are sent to the Kitchener-Waterloo Hospital or even further afield to Hamilton or Toronto;
- there is a real potential for the introduction of user-fees which could mean that low-income families could have less access to the health care system.

In spite of these concerns there was considerable recognition that, in general, Canada's health care system is one of the finest in the world.

Service providers commented on health issues they viewed as being of concern to human services locally:

- substance abuse appears to be static or in decline; over-medication and addiction to prescription drugs, particularly by women, may be addressed through public awareness campaigns;
- there are waiting lists for out-patient mental health services at the local hospital;
- many service providers favour community-based and preventative programs over institutional, curative care.

In 1993, government cutbacks affected public health programs in Waterloo Region, including Cambridge. The following comment by a provider in this sector addressed the dilemma of reducing public health services.

All consumers are not getting as much [public health] service as they used to...It is hard to determine the impact of reducing services - this is a real problem even when you can measure the impact.. [even] then you may not see the result until 15 years down the road.

Statistics. The *Ontario Health Survey* (Ontario Ministry of Health, 1990), while available only at the Regional level, offers some insight into the health of people in Cambridge. This survey of a random sample of people over 16 in the Region of Waterloo provides self-reports on such issues as: number of general health problems, number of contacts with medical specialists, and perceptions of healthiness. The following are highlights of the responses to these questions:

- ⇒ Fifty-four per cent reported two or more contacts with a general practitioner in the past twelve months. Women were more apt than men to have two or more contacts in the past twelve months;
- ⇒ In number of contacts with specialists, women between 20 and 64 were the only age-gender groups reporting two or more contacts per year;
- ⇒ One-third of respondents reported two or more health problems;
- ⇒ Forty-three per cent of people receiving a low income (income below low-income cut-off lines) reported two or more health problems, compared to 33% of those with income over \$50,000 per year;
- ⇒ Sixty-nine per cent of people with income over \$50,000 reported “excellent” health, while only 48% of those with low incomes reported likewise;
- ⇒ A higher percentage of never married people than married people reported having health concerns “most of the time” over the past 12 months.

These findings indicate a relationship between ill health and factors such as lower income and single marital status. A recent provincial study identified low income as one of the risk factors for higher incidence of ill health (Offord, Boyle & Racine, 1990).

Physician supply in Cambridge has been the focus of recent media coverage. While the Council of Ontario Faculties for Medicine standard is one family physician for every 1,380 people, a local medical representative reported that: “In reality [Cambridge is] up to 3,000 patients per doctor”. Proposed payment cuts to new doctors could potentially increase this ratio (Nugent, 1993).

Other developments could counteract reductions in physician supply. The recent provincial legislation, the “Regulated Health Professions Act” in December 1993 has allowed midwives to legally practice in Ontario. The government is also proposing that nurse practitioners have expanded roles. The province expects to have nurse practitioners working in a variety of health settings within a year.

Health issues in selected populations

Community consultations. Most comments by people with physical disabilities about medical and health services were not favourable. They reported:

- frequent traveling to other cities for specialized services such as CAT scan and medical specialists is physically and mentally tiring;
- doctors are supportive of people with disabilities to a point, but some consumers have experienced insensitive treatment;
- differing medical opinions on certain ailments or conditions result in variations in treatment;
- there is ignorance about physical disabilities among some health care professionals.

While seniors appeared generally satisfied with the health care system, some participants were concerned that, as a group, seniors have had medications over-prescribed.

Service providers were concerned with several aspects of service access for seniors which will affect their health:

- the aging population has led to an increase in the demand for services which cannot always be fulfilled;

...people are staying in their own homes longer and staying out of nursing homes and homes for the aged...it is their goal to remain independent as long as possible. The more they stay home the more isolated they get.

Seniors will deny themselves...services...because they fear they will run out of money.

- pre-retirement adults (i.e. 50-65) are faced with redundancy at work and consequently experience depression, isolation, and/or elder abuse;
- the struggle for resources between tax payers and pensioners may result in longer waiting lists for services for the elderly;
- the move toward multi-service agencies delivering long-term care services will increase reliance on volunteers.

Statistics. The province recently predicted that by 2006 the number of people with disabilities would increase by approximately 36 % from the 1984 level (Ministry of Community and Social Services, 1989). In Cambridge, the number of people receiving FBA Disability Benefits increased 44.9% in four years (from 890 in October, 1990 to 1290 in October, 1993). However, Cambridge's share of people on Disability Benefits within the Region stayed relatively stable (Regional Municipality of Waterloo, Social Services, 1993).

According to the Census 1981 through 1991, the population of Cambridge residents between 65 and 74 is indeed growing. However, this group has not increased as much as younger adult age groups (See Figure 1, p. 6). The impact of the elderly boom, on health and related services, is expected to begin in the year 2011 and start to decline by 2026 ((Ministry of Community and Social Services, 1989; Health and Welfare Canada, 1990).

The Ontario government has recognized the need to reform long-term care services for people over age 65 and for those with disabilities. In its policy framework document, *Partnerships in Long-Term Care* (April 1993), the need for reform was partially based on the predictions of an aging population and the reality that "40 % of the health care budget is currently spent on 12% of the population 65 and over...the cost per capita has been increasing [and that]...thousands of young people with disabilities will outlive their caregivers in the next 20 years."(p.8-9).

One of the goals of the long-term care reform is the "creation of community alternatives to institutional care"(p.5) based on the principles of "respecting and supporting people's desire to be healthy and independent" and "ensuring consumer participation and control of services". However, the government also cites controlling health spending as an important factor making reform of long-term care services necessary. The April 1993 policy document referred to these funding issues as follows:

The current economic climate and future economic prospects mean the need for more and better services must be reconciled with scarce fiscal resources. Focusing on medical and hospital systems based on high-tech acute care has increased costs by 10 to 12 per cent each year over the past decade - a rate that exceeded both the annual inflation rate and the population growth (p.9).

In the *Community Forum on Long-Term Care and Support Services in Cambridge & North Dumfries* (Social Planning Council of Cambridge & District, 1992b, February), participants responded to the policy option document released by the government in 1991. In one of the recommendations from this forum, participants questioned the feasibility of community based care in light of current demographic trends. "Families are getting smaller, and often family members are scattered widely. Given this context who can we rely on family members to be primary caregivers?"(p.3). Even though the government's plan would increase support to the informal volunteer and family network (e.g., respite care by paid care givers), the forum participants considered changing family demographics a major obstacle to the success of community care alternatives.

FORMAL SERVICES

Formal services, for the purpose of this report, are those sources of help provided by human service organizations with primarily paid staff, but can also include those organizations with staff-supervised volunteers. In this study, participants expressed opinions about the accessibility and adequacy of formal services in Cambridge. Service providers commented on external pressures on their organization from political and economic changes and changes in consumer demand for services in general, presenting a supply-side perspective of service accessibility and adequacy. Also included in this theme are services that consumers identified as helpful and supportive.

Accessibility and adequacy of formal services

Community consultations. Many consumers commented on the adequacy and accessibility of services in Cambridge. The following represent the range of consumer comments.

- many services are difficult to access;
- there are too few services of certain types (e.g. job training);
- some services or programs are too expensive;
- there are now fewer services available than there had been and that this will continue.

Information was an important accessibility issue. Consumer perceptions were:

- the information system or service in Cambridge is not easily accessed;
- lack of information is a major impediment to accessing services of many types, from program subsidies to training programs.

People with disabilities have several accessibility issues relating to both physical and attitudinal barriers. There was agreement among these participants about the following concerns:

- many curb cuts are too high for wheelchairs;
- aisles in stores are too narrow and disabled parking spots are often too far or inconveniently placed in relation to services or stores;.

- several public areas, services, schools and theatres are accessible to wheelchairs, but they do not have accessible washrooms;
- numerous buildings are advertised as being accessible but they are not;
- people continue to use wheelchair parking spaces; in many areas such as mall parking lots there seems to be little monitoring or ticketing for illegal use of these parking places.

Service providers were concerned with their ability to make services consistently and broadly available to the community. Many were overwhelmed by the increasing need for human services which is occurring at the same time as funding reductions, freezing of funding levels or uncertainty about funding for human services. Service providers commented:

- as new categories of people become service consumers and as public awareness improves, many of the stigmas formerly attached to admitting the need for services are declining - people are more willing to admit they need help and, as a result, expectations upon the social service sector will continue to rise;
- many service providers have a pervasive and increasing anxiety about the ability to maintain services or even survive with the current cutbacks and funding shortfalls;
- it is increasingly difficult to make long-term plans and keep up staff and volunteer morale in the face of budgetary uncertainty and/or public criticism;
- there is less time to spend on services due to increased bureaucratic demands, the need to find new sources of funding, and the need to develop and maintain volunteers;
- providing information about human services to the public is related to their literacy levels; information about services in written form is not always enough.

I think every segment of the community is being affected. Any cutbacks whether they come down federally, provincially, or from the municipality... we all are being affected by it.

Many service providers identified the need for prevention services to assist people before crises occur. They viewed reliance on community-based, grass-roots organizations and support groups as essential. Neighbourhood associations were especially valued for encouraging residents of public housing to have a sense of proprietorship and pride in their community. Many service providers thought neighbourhood programs should be supported.

What social services need to do is use the full range on the helping continuum [with] the natural helper on one end and the specialized professional at the other; what is known is that one cannot replace the other (service provider).

Statistics. Consultations with the community indicated that there are fewer services available than in the past. A full examination of service supply could not be done within this study; however, there are indications that there has been an increase in the number of human service organizations providing services in Cambridge in the past few years. Between 1987 and 1993, the number of listings in the *Directory of Community Groups and Agencies*, produced by the City of Cambridge and Information Cambridge, increased from 40 organizations to 87 between 1987 and 1993 (Cambridge Community Services Department, 1987 & 1993). Approximately half of the 47 new listings were actually new services in the community. The other half were regional services which had existed but which were not previously listed in the directory. Over this six year period, very few organizations disappeared from the list.

The majority of new organizations between 1987 and 1993 have community-based and consumer oriented approaches. These include locally based organizations, self-help groups as well as several chapters of national or international support groups. Another growth area since 1987 has been neighbourhood associations that offer year-round neighbourhood-based recreation programs and social events.

Consultations with the local service community have provided perceptions of important local service issues. In the 1989 forum, *Developing a Social Plan for Cambridge*, the top three issues were: Cambridge-based services, coordination of services and funding inequity. In the 1993 *Community Impressions Focus Groups*, the priority concerns were: funding/survival for human services, coordination of community services, and the impact of unemployment on residents and the ability of services to respond (Social Planning Council of Cambridge & District, 1989; Social Planning Council of Cambridge & North Dumfries, 1993). The main difference between these two consultations was the increased concern, by 1993, about funding for human services. Currently the number of human service organizations has been maintained, but clearly there is apprehension that many organizations will not survive.

One common theme in both 1989 and 1993 consultations was the issue of coordination of services. This issue was identified in the context of concern for accessibility and adequacy of services which have fewer financial resources.

Other local research has echoed concerns about accessibility to services. In 1991, research done for the *Best Start* proposal in Waterloo Region asked consumers about their priority concerns. The top priority concern was access-related issues such as transportation, child care, program fees, and cultural and linguistic barriers (Schumilas, Farlow & Lowrey, 1991).

Accessibility to services for those with special needs is perhaps a greater challenge. A recent research project, involving parents of children with disabilities in Cambridge, identified access issues, such as: need for information about specialized services and the need for better coordination of services between different organizations to prevent long waiting lists. During the research, the report notes, one family was unable to continue in the project due to language barriers. A group of parents involved in the project have since formed a support and advocacy group which is affiliated with the provincial organization, Participating Families, whose aims are to provide information, education and training for parents of children with special needs (Law, 1993).

Support from formal services

Almost half of the comments by adults about what was supportive related to formal services as opposed to informal supports. Caution must be taken in concluding anything from this, however, as consumers knew the research was focusing on their need for human services. Thus, they may have talked more about formal services than informal support.

In general, many consumers said that the services and resources available to people living on lower incomes in Cambridge were at par and often better than other communities. The extent to which various types of formal services were considered supportive is listed below in descending order according to the number of consumer comments, as follows:

- counselling and health services
- home-visit support services
- job training and job finding services
- government social services
- food and clothing services
- police
- recreation services
- adult education and training
- local public schools providing space for recreational programs

Youth were less likely to name formal services as being supportive, but services named in order of incidence are as follows:

- clubs and recreation
- telephone support lines
- recreation services
- government services
- hospital and police
- schools

Consumers also provided suggestions for services they would like to see. Service suggestions that did not fit into the other theme areas in this study are listed below.

- a centre for mental health crises run by consumer survivors
- seniors programs offered by the neighbourhood associations
- a Food Co-op in Galt or Preston
- reliable baby-sitting and diaper services
- a program for the emotionally disturbed

INFORMAL SUPPORTS

In addition to help from formal services, participants commented on help they had received from informal supports. For the purpose of this discussion, informal supports include help received from family, friends and others in the community on a voluntary basis. This includes the support received through self-help or mutual aid activities.

Many consumers named personal contacts as supportive before they considered formal services. Youth tended to identify personal supports such as family, friends, and neighbours as being more important than formal services. Adults also mentioned personal contacts, church involvement and neighbourhood associations as being supportive.

Most consumers reported using some mix of personal and service-oriented supports to help them through crises and through everyday stresses. Youth seemed to rely more heavily on an informal network of friends and family, while the adults were aware of, and using, a wide variety of sources of assistance which were listed in the previous section on Formal Services.

Statistics. The importance of informal support for emotional well-being has been well-documented in social research. However, the extent to which people have access to informal support can be difficult thing to measure. The *Ontario Health Survey* (Ontario Ministry of Health, 1990) included several questions about health-related issues, such as “Participation in a social support system”. The study submitted that people with high “participation in a social support system” are “most likely to have a high level of social support in their lives, may be more socially skilled, have higher self-esteem and believe help seeking to be effective” and further that “people with low scores have more than twice the risk of dying in the nine-year mortality follow-up period as those who scored high”(p. K-9). Findings on the social participation of participants for this Region-wide study were:

⇒ Forty-seven per cent of people between the ages 16 and 59 had high scores on social support participation, but another 40% had the lowest scores on this measure.

A measure of “family dysfunction” in the *Ontario Health Survey* is also related to informal support. The report identified family dysfunction as “contributing significantly to the prediction of psychiatric disorders in children and to the perceived need of professional help for emotional and behavioral problems” (p.K-5).

Notable findings in family dysfunction scores were:

- ⇒ Twenty-three per cent of people with low incomes reported their families to be dysfunctional, while only 17% of people with incomes over \$50,000 made this report;
- ⇒ Young people between 12 and 19 years of age had a higher incidence of reporting family dysfunction (24%) than people aged 20-44 (15%) or people 45-64 (18%).

The survey’s findings indicate that many people in the Region do not have the support they need from friends and family. Furthermore, young people and those with low incomes may have the least access to such support.

Support groups and self-help groups appear to be more numerous locally, perhaps in response to the need for informal support. As noted in the section on Formal Services, these forms of support are becoming more recognized by service providers as a valuable part of the helping process. Support groups and self-help groups may involve professional helpers but rely heavily on mutual aid and support among those with common experiences with a specific problem. Neighbourhood associations are an example of self-help in action as people work together to enhance services in their own neighbourhoods, for the benefit of the whole community.

VOLUNTEERS IN HUMAN SERVICES

Community consultations. A number of people who volunteered to participate in this study may have done so because they were already volunteers. Hence, the following perceptions about volunteering may be positively skewed towards being a volunteer. Almost all comments about volunteering were favourable.

The perception was that volunteering:

- is satisfying;
- keeps you busy;
- keeps you young and thinking about new ideas;
- is sociable;
- has helped make the neighbourhood better;
- makes you feel involved, have control and input.

Those who were already involved in a neighbourhood association or were volunteering elsewhere, felt strongly that more people should get involved in their communities and perhaps in municipal matters. Basically they thought people need to take responsibility for what happens in their neighbourhoods.

Consumers in the study did not voice concerns about receiving services from volunteers. In contrast, the question of the use of volunteers definitely elicited mixed feelings from service providers.

We are going to have to rely more on volunteers...it's a real issue, volunteers can help run the program, but volunteers cannot and should not be expected to replace staff... Volunteers are excellent resources but you tend to get [them] for short periods of time and if anything is given up in the volunteer's life, it is the volunteer work.

One thing for certain is that I do not see a future in volunteerism. You need staff to train them properly...times have changed and it can no longer be done.

- increasing reliance on volunteers in human services does not mean volunteers are replacing staff - rather new programs are being developed with significant volunteer components;
- while seniors continue to be a largest source of volunteers in Cambridge, more young people, students and recent graduates are volunteering; many see volunteering as a way to obtain work experience.

Service providers who were interviewed in this study represented 21 different human service organizations. Of these organizations, 14 were using volunteers in various capacities. Of the remaining seven organizations, two were in the process of setting up volunteer programs, while the other five did not plan to use volunteers. Generally speaking, government agencies at the federal and regional levels do not use volunteers. The exception was the City's Community Services Department which was reported to make extensive use of volunteers. Local schools (Public and Separate), do not use volunteers in counselling roles, except for some schools which have student peer helping programs. The Board of Education employs volunteers for its adult and alternative education programs.

In general, the smaller, non-profit service organizations rely, to a varying extent, on volunteers. Some of these organizations provide programs that are largely volunteer-run, but which are also open to its volunteers (e.g., hosts and hostesses at the City-run seniors' centres; volunteers for neighbourhood organizations). In these types of programs, volunteering is closely related to self-help and mutual aid methods of helping.

Many service providers were wary of using volunteers. They indicated that training volunteers takes a significant amount of staff time and effort, a situation which can interfere with service provision and make the use of volunteers impractical. Smaller organizations that might benefit from volunteers can be precluded from using them due to lack of staff time.

Statistics. At the national level, volunteerism is recognized as involving significant numbers of people. It is estimated that 13 million Canadians are involved in volunteer work either as a “good neighbour” or through an organization; 5.3 million volunteer for voluntary organizations and community groups. The characteristics of volunteers are:

- ⇒ 55% women
- ⇒ two-thirds have paid employment, mostly full-time
- ⇒ those most likely to volunteer are baby boomers between 35 and 44
- ⇒ the tendency to volunteering increases with the level of education

The most common volunteer activities are: fund raising, organizing special events, providing information, visiting the sick and elderly, helping with child care or household chores and serving as a board or committee member (Secretary of State, 1990; Statistics Canada, 1989).

In Cambridge, there is a volunteer bureau that accepts requests from non-profit organizations for volunteers and screens volunteers who register with them. Statistics on agency requests and volunteer registrations in the past few years indicate increased activity on both sides (Table 9). Between 1989 and 1993 agency requests increased 23.6% while volunteer registrations increased 34%. These increases are also reflected in increased referrals to non-profit organizations. (Cambridge Volunteer Bureau and Volunteer Placement Service, 1994)

TABLE 9
VOLUNTEER REGISTRATIONS AND REFERRALS
CAMBRIDGE 1989-1993

Year	Agency Requests *	Volunteer Registrations**	Volunteer Referrals
1993	188	412	506
1992	169	390	532
1991	145	380	466
1990	159	242	303
1989	152	307	330

Source: Cambridge Volunteer Bureau, 1994

* Agency requests are the number of new requests for volunteers.

** Volunteer registrations are volunteers that are newly registered, excluding those who had previously registered.

Neighbourhood associations in Cambridge rely heavily on volunteers. Based on the program records of nine neighbourhood associations, volunteer hours increased from 24,845 in 1992 to 33,014 hours in 1993 (City of Cambridge Community Services). One neighbourhood association, which had recently completed a strategic plan, identified the goal to “ensure community ownership in the organization through a comprehensive volunteer development process” with an objective to “develop a comprehensive volunteer recruitment, orientation, supervision and recognition program” (Langs Farm Village Association, 1992, p. 9).

The extent of local volunteer activity is unknown. This would require further study. However, indicators of the region’s volunteer profile were found in the *Ontario Health Survey* (1990). Survey respondents who were married or living common law were most likely to report participation on a committee or with a voluntary organization. Less likely to report such participation, in descending order, were: those who were widowed, singles and those who were separated/divorced.

RECREATION

Physical activity

Community consultations. Recreation was a recurrent issue among youth and less frequently mentioned by adults. Most youth agreed that:

- there is not enough to do in Cambridge, especially outside of the schools and neighbourhood associations. Older teens felt left out of even these;
- sports activities that are available are expensive and hard to get to; sports leagues can have games in various locations in the city;

Adults expressed concern both about their children and somewhat less so about their own access to recreation. They reported:

- children and, young people in general, have little to do to keep them busy; this was expressed most strongly by those in areas far from the city core;
- children’s sports leagues are costly, especially to people on low incomes who have difficulty affording all of the necessary equipment and membership fees;
- the lack of recreation for young people is perceived by some as being related to an increase in youth crime, although some did not think the lack of recreation was the prime reason for increases in youth crime.

While the need for more recreation appears to be growing, the ability to increase services is a challenge. Service providers noted the following:

...[the] dilemma [is that] we have to provide and even increase [recreation] service and try to reduce cost; these don't go hand in hand.

- increased demand for recreation services and decreased funding may result in higher fees for recreational programs.

Statistics. Physical activity among residents of the Region was part of the *Ontario Health Survey*. Findings were that, for survey respondents over age 12:

- ⇒ Forty-seven per cent of males and 39 % of females reported that they exercised regularly. Forty-five per cent had plans to increase their exercise level.
- ⇒ Youth between 12 and 19 had the highest percentages of reported regular physical activity - 77% for males and 69% for females.
- ⇒ Young people also reported plans to increase their physical activity at a higher rate than older people.
- ⇒ The most common physical activities reported were: walking, exercising at home, biking and swimming. Youth reported similar patterns with the top four activities being: walking, biking, volleyball/basketball and exercising at home.
- ⇒ Organized sports were reported infrequently with the exception of the interest by youth in volleyball and basketball.

Some of the recent growth in recreation programs has come from the neighbourhood associations in Cambridge. Currently there are 11 active neighbourhood associations, most of which offer summer playground programs. The majority also have year-round programs for adults, teens and children which are typically offered through schools and other community facilities within those neighbourhoods. Statistics from nine neighbourhood associations in 1993 indicated over 5000 people participated in neighbourhood recreation programs. For example, one neighbourhood association reported 994 different participants from within their geographic area. Participants included adults, youth and teens (City of Cambridge, Community Services, 1993).

Entertainment/Shopping

Community consultations. Both adults and youth agreed with the following comments.

- There is a lack of adequate shopping and entertainment, and the one cinema (in Hespeler) is difficult for most to reach;
- Shopping is inconvenient; the nearest “decent” mall is in Kitchener; many people go elsewhere to shop;

- Youth have trouble going to movies because there are no buses to get home and walking is dangerous.
- Newcomers were surprised at the lack of shopping areas in a city the size of Cambridge.

Access to entertainment was closely tied to the perceived lack of adequate public transportation.

Statistics. The quantity and proximity of retail stores were clearly of concern to consumers in this study.

Closures of retail businesses have been numerous in the past few years, second only to closures in the manufacturing sector. Between 1990 and 1993, ten retail and food businesses closed representing 23.8% of all closures. The December, 1993 *Labour Market Review* for Cambridge, reported that five of the 13 companies who laid off employees were retail businesses; four of these businesses were closing permanently (Cambridge CEC, 1993).

A proposal for a new mall at Hwy. 24 and Hwy. 401 has been delayed several times and was recently scaled down. The only existing indoor mall in Cambridge, the John Galt Centre, has been left partially renovated for several years. Meanwhile large retail discount stores have opened recently in southern Kitchener in close proximity to Cambridge, which could limit potential investment in such stores within Cambridge.

ETHNO-CULTURAL ISSUES

Youth, in particular, reported experiences with racism and racially motivated violence. They thought such incident involved Canadians of different racial origins, and less so newcomers. However, one young immigrant did report being harassed because of her race. While there were some who thought racism was getting worse, others viewed Cambridge as having less racism than larger centres.

Although there were fewer comments from adult participants, they had varying opinions about having an ethno-cultural mix in Cambridge.

- some participants perceived ethnic groups as being reluctant to get involved in the wider community, preferring to socialize amongst themselves and not assimilating into Canadian society;
- others believed that having people of different cultures provide a “good mix”; ethnic diversity is good for the community, providing a positive learning experience for everyone, especially children.

Recent immigrants, most of whom came to Canada in the last year, commented about the services for new Canadians in Cambridge. They reported:

- many services are more difficult to use if one is not fluent in English;
- there are not enough services (e.g., translators) to help immigrants adjust to life in Canada.

Service providers commented on the challenges of serving newcomers. They have observed:

- continued significant levels of immigration from abroad (mainly Hispanic and Asian) adds to the ethnic diversity of the community;
- increasing demands for services, such as English-as-a-Second-Language classes, continue during government cut backs;
- the broader human service community needs to appreciate the special needs of people with language barriers.

...originally we provided services mainly to government-sponsored refugees, up to 300 arrivals each year...Now, such refugees have dropped to 5% because of money..[and] we do more helping [of] clients who have been here one, two, even six years. By that time they are in a state of crisis and we are called upon to help them through.

Statistics. A major issue for immigrants appears to be the language barrier. As reported in the Demographic Profile (p. 15), 22% of the 1991 Cambridge population were immigrants. This includes all immigrants, regardless of how long they have been here. Therefore, not all would have language barriers. The 1991 Census reported there were 2,095 people in Cambridge who knew neither English nor French, representing 2.25% of the population; this was virtually the same percentage as in 1986. However, knowledge of the official languages does not necessarily mean fluency. Other Census statistics provide more information about potential language barriers.

Between 1986 and 1991, the proportion of people with a mother tongue other than English or French (i.e., a “non-official” language) increased from 14.5% of the city’s population to 15.8%. A better measure of fluency is “home language”. This statistic determines what language is spoken most often in the home, indicating potential language barriers. In 1991, almost 10% of the Cambridge population reported non-official home languages, increasing from 8.5% in 1986. By 1991, there were 24 different non-official languages; 11 languages had less than 100 responses. Many were new languages not listed in previous Census years. Thus, evidence points to an increasing language diversity and potential for language barriers.

In 1993, a survey was done on the need for an employment support program for immigrants in Cambridge. The survey was conducted by the organization *Working for Work* which runs employment support programs for immigrants in Kitchener-Waterloo. The study consulted both service providers and consumers. One finding was that the vast majority of recent arrivals surveyed agreed that it was difficult to get a job due to language barriers and the lack of contacts. Few had received professional help in finding work and had relied mainly on family and friends. The majority expressed the need for an employment support program in Cambridge.

Later in 1993, three new programs started in Cambridge to assist newcomers with language barriers. These programs, funded by Employment and Immigration Canada, are: Language Instruction for Newcomers to Canada, the Labour Market Language Training program and Language Assessment Centres. These programs are all aimed at eliminating barriers to employment by enabling adults to achieve a basic functional competency in their use of English as a second language. The Labour Market Training program provides more advanced language development required in job searching and in particular sectors of the labour market such as business and technology and trades.

SUMMARY OF FINDINGS FOR CAMBRIDGE

The goal of this study was to identify community trends within Cambridge. The study defined “community trends” as “changes in the health, social welfare and economic well-being of the residents in the community.” To determine community trends, researchers analyzed the relationships between demographics, people’s experience of their well-being, local human service issues, and related statistics.

Findings indicate that Cambridge continues to be “in transition,” as noted in the 1988 report, *Cambridge in Transition*. Social, economic and environmental changes have been identified which are distinctively local, while others reflect provincial and national trends. These trends have affected the human services in the community -- increasing the need for some services, decreasing the need for others, or changing the way services are delivered. In many service areas, the balance between service supply and demand has been affected creating challenges for service providers and difficulties for consumers to receive needed services.

In the summary of findings, demographics and community themes for Cambridge are summarized and analyzed to determine the emerging trends in Cambridge. In this process, relationships among demographics and themes will be examined. In the final section, the implications of the findings will be discussed.

EMERGING TRENDS IN CAMBRIDGE

DEMOGRAPHIC PROFILE

The “face” of Cambridge has been changing in several ways.

- Newcomers from elsewhere in Ontario have migrated to Cambridge. This migration played a large part in the city’s accelerated population growth and the development of “bedroom communities” in newer sections of the city.
- The phenomenon of the aging population has followed the national trend; the full impact of this, in terms of a retiree boom, is not expected to be felt until after 2010.
- Families are smaller than in the past and more are led by lone-parents. While a smaller family could require fewer services, lone-parents are generally thought to require more outside assistance due to financial strain and the added responsibility of parenting alone.
- There is a greater proportion of “unattached” adults, who are either delaying marriage or have consciously chosen a single lifestyle.

- While people of British and Portuguese origin continue to be the majority of the Cambridge population, recent newcomers are from increasingly diverse origins.

Many of these changes were also identified in *Cambridge in Transition* (1988) making them long-term trends. Continuing trends include the decline in the number of families, the trend to smaller families, more divorces, and the aging of the population. In some cases, these trends have accelerated in the past few years. New trends included: the accelerated population growth and the migration to Cambridge through intra-provincial migration. It is unknown at this point whether these are continuing trends.

Some demographic changes in Cambridge are common to other communities. However, changes can affect residents and institutions differently in Cambridge due to the city's distinguishing characteristics. The "social experience" of these changes will be included in the analysis of community themes which follows.

ANALYSIS OF COMMUNITY THEMES

This analysis brings together the perceptions of research participants with local service statistics and related research presented in the report. Community perceptions and statistical information are compared and contrasted. Where information is different, possible interpretations are offered. Findings are organized according to themes that emerged from this study.

Community Strengths/Challenges

Participants gave their general impressions about Cambridge's strengths and challenges. Participants viewed Cambridge as having several strengths including its small-town feeling, friendly atmosphere, a variety of recreational programs, scenic and historic downtown areas and a wealth of green space. Newcomers have been attracted by these characteristics and for the relatively affordable housing and proximity to employment. Cambridge is part of what is considered to be an economically prosperous region. On the other hand, a physical and psychological division across the three former communities continues to challenge community cohesion and the identity of both people and institutions in the city. Few residents are seen as active participants in the governance of the community.

The following themes are presented in approximate order of importance given them by participants in the study.

Transportation

The adequacy of transportation was seen by participants as a high priority because it affected their access to services, jobs and educational opportunities, within the city and to neighbouring communities. This issue appears to be irritated by the city's unique

geography, lack of a single downtown core, and location of most services in the Galt core area of the city. Most acutely affected by the perceived lack of public transit are those who are unemployed or receiving a low income, and those who need job training and other support services. Maintenance of public transit services both within Cambridge and to Kitchener-Waterloo has been difficult due to reduced transit use, and economic constraints on municipalities. Commuting to work, the lack of employment opportunities locally, and a continuing love affair with the car, are other factors that may have decreased public transit use.

Personal Safety

Perceptions of reduced personal safety and increased violence were partially supported by local crime statistics in the Region of Waterloo. On the other hand, available evidence indicated Cambridge did not have higher crime rates relative to the rest of the Region. Youth were particularly concerned for personal safety due to their perceptions of increased use of weapons and illegal drugs. Many do not feel safe walking within the city particularly in the late evening after public transit has stopped. Increased traffic congestion and speeding on city streets were related safety concerns affecting those who are commuting to work and children who walk near busy roadways.

Domestic violence

Participants, primarily service providers, believe that domestic violence has increased. Local statistics indicated increasing reports of domestic disputes and sexual assaults in the past few years. However, it is unclear whether the incidence of domestic violence has increased or whether people have made more reports to the police and helping agencies.

Participants' opinions varied as to whether domestic violence has increased. Increases in stressors associated with domestic violence, such as: changing family structure, changing gender roles, and job losses, indicate domestic violence has grown worse. On the other hand, service providers have found that victims are more willing to report abuse as they become more aware of their rights through aggressive media campaigns. Increased reports could also be a function of recent legal changes allowing police, rather than victims, to lay charges in domestic violence situations.

Income Adequacy

Evidence suggested that incomes are less adequate for an increasing number of Cambridge residents. Both the perceptions of participants in this study and recent statistics on income levels point to this trend. Statistics indicated: average income levels lower than the Regional average, increasing numbers of people on social assistance; more people relying on social assistance to top up part-time earnings, and increasing unemployment particularly among youth.

Increased labour force participation by women with children may also reflect the increased need for two wage earners to ensure an adequate family income. Another contributor to increased incidence of low income is the increase in lone-parent families who have a greater risk of low-income status than two-parent families.

Social assistance became an income source for many first time recipients during the recession. While the number of people on social assistance in Cambridge has increased in the past few years, it has done so at a slower rate than in Kitchener-Waterloo. Nevertheless, there have been alarming increases in the number of single, employable young people on social assistance in Cambridge. Continuation of such economic situations for young people does not bode well for their future participation in the labour force.

Affordable Housing

Consumers living in assisted housing had divided opinions; some were concerned about being unfairly stereotyped, while others thought their housing developments had improved. Service providers perceived increasing demands for affordable housing. Statistics showed that there are more assisted housing units, lower rents and higher vacancy rates locally. At the same time, Cambridge continues to have a smaller percentage of rental units, and lower family incomes compared to other cities in the Region of Waterloo.

Except during the recent recession, the city has been moving towards a greater mix of housing types with detached houses decreasing proportionally to other housing types. The continued movement to a greater mix of housing could be at risk if there is increased demand for single-detached housing from newcomers attracted by relatively low housing prices in the city.

Unfortunately, it is not clear whether a greater mix of housing will result in affordable rents over the long term. In recent years, there have been more low-income families and their financial position has deteriorated. Even the rental housing market may not be affordable to these low-income families.

Education/Training

Recent increases in education levels among residents of Cambridge perhaps reflect the residents' recognition that more education is needed in today's labour market. This increase in education levels could also be due to the migration into the city by people with higher education. Nevertheless, education levels are still lower than Regional and Provincial levels.

Many participants feared that current education and job training courses will not prepare them for jobs in the rapidly changing economy. Those who fear displacement in the new economy, or have already been displaced, expressed the need for more education, job training and employment support services. Employers in the Cambridge industries desire employees who are multi-skilled with both technical/computer skills and people skills. If they cannot find these employees locally, they will certainly look elsewhere.

Job Availability

The most recent economic recession has been associated with increased unemployment and business closures in Cambridge. At the same time, the economic base has shifted away from a predominantly manufacturing base to a technical and service-based

economy. By 1994, an imminent economic upturn has been predicted for the Region of Waterloo, however, it is unknown whether the new economy will require the same number of workers. Local job growth has been in small businesses with fewer than 25 employees, and in self-employed businesses. Larger businesses appear to require fewer employees than in the past.

More young people are unemployed and some may have given up looking for work. Women have become more active, particularly in part-time jobs, but they continue to earn much less than men. Service providers have seen clear links between fewer jobs and the increased demand for support services, health and related services, and, employment assistance. Increased demand could come from those in the most vulnerable position: young people, older displaced workers, lone-parent families, immigrants and people with disabilities.

Health

Participants were concerned about the lack of medical and health related services in the city causing many to seek services in other cities. Newcomers to the city were most affected by the lack of family physicians. While curative services were considered important to consumers, service providers wanted to see more community-based health programs promoting healthy behaviours.

Indications from other research are that ill-health is related to low-income and being never married. Generally, women use doctors' services most, particularly during their child bearing years.

Special-needs Groups

Of all consumer groups, people with physical or mental disabilities expressed the most concern about the availability of services in Cambridge. Services seen as lacking were specialized medical services, housing, and recreation. Concern was not only for the supply of services but for access to them, in terms of physical access and eligibility criteria. There are indications, both locally and provincially, that the number of people with disabilities is increasing. If this trend continues, demands for health services and related support services would also increase.

The aging of the population has begun. Service providers were concerned that changes to a community-based model of long-term care services to seniors and the disabled may put stress on care givers and their families. At the same time, there could be fewer family members (i.e., women) who are available as caregivers to elderly parents.

Support from Formal Services

Some participants perceived the local supply of formal services as being inadequate. Other evidence suggests an increased supply of services in Cambridge in the past few years. People's perception that services are inadequate could be due to a lack of information about existing services, or that some services are not adequate or accessible. The latter is less likely, as many participants identified their experiences with formal

services as being supportive. Thus, readily available information on services appears to be important.

Youth identified the need for more recreation and improved transit. These were closely related issues for youth who have less access to transportation than adults. Adults identified the need for new services such as: an emergency shelter for males, mental health services for youth, a consumer-run mental health group, more doctors, more recreation programs for children, and improved access to information about existing services.

Informal Support

Many participants found support from informal helpers such as family, friends and neighbours. This is a strong indicator that Cambridge is a community that is friendly and caring. Youth in particular were far more likely to seek help from a friend or family member than from a formal service. Adults reported reliance on a mix of formal services and informal supports.

There was some concern that an increase in the commuting population could reduce community cohesion. However, many participants had favourable impressions about their neighbourhoods, and many saw Cambridge as a friendly caring community. People living in areas with neighbourhood associations reported more support and security from within their neighbourhoods. This speaks not only to the importance of informal support but also to the role that organized neighbourhood groups can play in this aspect of community life.

Changes in Human Services

The majority of the service providers in this study indicated that human service organizations in Cambridge have had increased demands for service while their government funding has been reduced or frozen. There was more uncertainty about funding and some core funding has become project specific requiring yearly applications or proposals. In this climate of reduced resources and increased demands from consumers, many local organizations are struggling to maintain current service levels. For some, their very existence is threatened. Human service organizations represented in this study have responded to the increased demands for services by increasing reliance on volunteers, introducing innovative programs, and increasing collaboration with other organizations.

A possible mediator of the need for more services has been the increase in neighbourhood-based groups. These organizations provide locally run services and programs and support groups that rely on self-help and volunteer activity. Consumers who were involved in these groups saw benefits from their participation and highly recommended neighbourhood involvement as a means to address both personal and community issues.

Volunteers in Human Services

Reliance on volunteers has been increasing both nationally and locally. Many organizations already utilize volunteers or plan to use them in the future. The local volunteer pool includes seniors, the unemployed and students seeking job experience, as well as people with full-time jobs. Although local trends have seen more volunteers available to meet the increasing needs of human services, this may not continue in an improved economy.

Service providers were concerned about continued reliance on volunteers in direct service positions. Concerns included the amount of staff time needed to adequately train and supervise volunteers, less control over service quality, and consistency when volunteers leave their positions. Organizations who could benefit from volunteers might not have staff resources to ensure the necessary support and supervision of volunteers.

Recreation

This service theme emerged from consultation with the community. It was important to almost all participants regardless of income level. Concerns ranged from the expense of sports leagues to the need for children's programs within neighbourhoods that are far from the city core. Evidence suggests that youth are more active in physical activities than adults. A pervasive belief is that recreation is important to keep youth occupied and prevent their involvement in criminal activity. Neighbourhood associations have emerged as a viable source of recreation programs in the city in the past few years.

Ethno-Cultural Population

While the population of immigrants has been stable relative to the total population, there has been increasing diversity in ethnic origins and languages spoken among Cambridge residents. Participants who were immigrants indicated that language barriers limit their ability to access services and to find employment. Even if job opportunities improve, people with language barriers could have fewer job prospects than those fluent in English.

Attitudes towards those of different ethnic origins appear to be mixed. Some participants expressed acceptance of different ethnic groups, while others had less accepting attitudes. Several commented that racial discrimination has increased in Cambridge but not to the extent experienced in larger cities.

IMPLICATIONS OF EMERGING TRENDS

This section presents a discussion of the implications of the emerging trends identified in this study. Included are implications for services in the theme areas of this study, and implications for general service issues.

GENERAL IMPLICATIONS

Demand for Human Services

Population growth can increase the demand for services. More important has been the increases in certain population groups among those who might need more services (long-term unemployed, low-income, people with disabilities). Job losses during the recent recession have been another major contributor to increased demand for support services. This means that an economic recovery is crucial to stabilizing or reducing the need for formal services. The history of slower economic growth in Cambridge could mean that human service organizations will continue to have a high level of demand for their services. This could be particularly challenging in a climate of funding uncertainty.

Service Accessibility

Accessibility is a function of issues such as service location, service fees and transportation. In Cambridge, service accessibility has been greatly affected by the adequacy of transportation and the proximity of services to consumers. Cost-cutting in human services may lead to more regionally centralized services, which would further reduce accessibility to services. The proposal, in 1993, to amalgamate the city's housing authority with the one in Kitchener- Waterloo was motivated by cost-cutting. The move did not take place in part because of a large outcry from consumers and other service organizations. However, it is likely there will be more such attempts to consolidate administration in an effort to cut costs, which will be at the expense of service accessibility.

Alternative service delivery models such as co-location of services, sharing resources and more part-time outreach services could enhance the accessibility of services without increasing funding needs. Adoption of these alternatives requires a commitment to service quality in the face of cost-cutting by funders, stringent demands for accountability, and less certainty about funding from year to year. Information is another important access issue. Misperceptions by consumers about the services that exist, point to the need for more innovative approaches to information dissemination.

Balancing Formal Services and Informal Supports

The increased number of services in Cambridge in the late 1980s are unlikely to continue given the funding cutbacks which threaten the existence of some human service organizations. Support groups and neighbourhood-based programs are seen as a means of expanding services options and have lower operating costs in relation to formal services. Furthermore, the importance of informal support is becoming more recognized by formal service providers. Programs may need to increase their reliance on a continuum of professional and informal helpers to ensure service supply is adequate.

Shifting Focus of Services

Service providers appear more willing than ever before to engage in more creative approaches in terms of service delivery. These efforts include involving consumers in the planning and delivery of services that link interventions to outcomes. Over the long-term, these approaches could change the nature of crisis intervention and treatment services. Current funding for prevention programs does not appear to match the service providers perception of their benefits. Future support for prevention programs will depend on the ability of service providers to promote prevention with funders, planners and the general public.

Volunteer-Based Services

Human service organizations are using more volunteers in direct service roles. With the prospect of frozen funding levels and increasing service demands, the use of volunteers is likely to increase. This carries with it certain cautions and dilemmas. Effective use of volunteers depends upon a ready supply of people willing to volunteer, not just for the educational and work experience benefits, but as a long-term commitment to making a contribution to the community. Training and coordination of volunteers is time consuming and labour intensive. These activities present considerable barriers to long-term reliance on volunteers in human services. Such administrative issues about volunteers could be less important in support groups and self-help organizations, as they are less apt to have service policies and procedures that prescribe service delivery levels.

Need for Community Action

All evidence indicates that the city of Cambridge is changing and changing rapidly. The combination of demographic changes, economic restructuring and the insecurity such change brings, will challenge local government, community residents and human services to maintain a stable, healthy community. Historically, the city has been seen as a good place to live -- a caring and friendly city. If the city continues to change at a rapid rate, it will be more difficult to maintain its identity. More than ever, citizens and institutions are recognizing the need to cooperate and collaborate to achieve their vision for the community, whether at the neighbourhood level or city-wide.

IMPLICATIONS FOR SERVICE SECTORS

Transit

Difficult decisions face public transit planners as they analyze the costs and benefits of enhancing transit services. Promotion of transit use could be costly in itself with no guarantee that people will change their preferences for private vehicles. The geography of the city is also against an adequate transit system. If the public transit system continues in its current form, many human service organizations may be pressured to consider transportation issues when making service delivery decisions both within Cambridge and to Kitchener-Waterloo.

Family Violence

Services that address domestic violence are in greater demand and are one of the few areas of recent service expansion. If the perception of an increasingly violent society is realized, these services could be in demand at an ever increasing rate. Education, outreach, and prevention programs that could help to prevent further escalation of violence appear to be the growth area in this service area.

Services to Enhance Public Safety

A potential for increasing violence in the community could put more pressure on police resources to ensure public safety. Increased violence among youth could make schools less safe and increase the stress on educators. Also, the criminal justice system may be pressured by the public to deal more severely with young offenders. Programs aimed at reducing violent behaviour among youth, programs that support victims of violent crime, and the recent re-introduction of neighbourhood watch groups have the potential to enhance the protection services of the police.

Education/Job Training

Education and training levels have increased in Cambridge, but so has the need for highly skilled workers. Economic prosperity in Cambridge may rely on the ability of education systems, businesses and citizens to predict what job training will be needed and then find the resources to access that training. This includes addressing the needs of those who risk being left out of a rapidly changing job market. If these issues are not addressed, Cambridge may continue to experience higher unemployment, a less affluent populace and less economic prosperity relative to its urban neighbours.

Support for Working Parents

The institution of the family is changing. More families in Cambridge have both parents working; more women with children are in the labour force. This could increase the need for support services for mothers employed outside the home. Adequate child care and supportive work environments are needed to ensure that families and their children are not stressed to the point that they require intervention by formal services. Supports to working parents would also benefit business by ensuring a more productive labour force. Given its funding constraints, government is an unlikely source of increased child care or support services. To remain competitive in today's economy and in their concern for worker productivity, businesses may be increasingly willing to introduce programs which would cost little (e.g., on-site day care, flexible work hours) but reap rewards in worker satisfaction and efficiency.

Affordable Housing

In spite of more assisted housing developments in the city, housing is still expensive for the growing number of low-income families. Recent high unemployment rates and increased numbers of people living on social assistance could mean that the need for affordable units will remain high. There could also be more people with disabilities seeking specially equipped housing units, due to changes in population demographics and government policies shifting to de-institutionalization and community care. Housing needs that continue to be unmet are emergency shelter for homeless male youth and housing for people with disabilities and those with mental problems.

Medical and Health-related Services

Funding restrictions on medical services could make the doctor-patient ratio in Cambridge, which is higher than provincial standards, an even more important local issue. Meanwhile health problems could increase as more people live on low incomes and as the population ages. These developments could place new demands on medical services in the not too distant future. In response to such demands, governments are focusing on reforms to medical and health related services. As a result, the organization and delivery of health and support services to those over 65 and people with disabilities are likely to change significantly in the next few years.

Programs for the general population such as health protection services and health education could promote healthier lifestyles and reduce demands for medical and curative services. However, this would require both service providers and consumers to change from a reliance on medical services to an acceptance of health programs aimed at promoting good health.

Recreation

Population growth in recent years could strain the supply of recreation programs. Affordable and accessible recreational activities are needed, particularly for youth and people with physical disabilities, but also for the growing number of families with low-incomes. It is also important to note that recreation is one service that people desire regardless of their income.

Demands for recreation for youth could increase because such activities are perceived to reduce the risk of youth crime as well as providing physical and social benefits. Due to lack of funding, city run recreation services may not be able to respond to such demands, at least for low-cost programs. Thus the growth area in recreation could be in sports facilities with membership fees that are too expensive for many families. Neighbourhood associations, on the other hand, are a potential source of affordable and accessible recreation programs.

Assistance to Newcomers

While the absolute number of newcomers in Cambridge is not high, the diversity of languages spoken by newcomers will challenge the ability of agencies to provide interpretation services. English language instruction and job search assistance are important services needed by newcomers to Cambridge, many of whom are not fluent in English when they arrive. Lack of English also can make it more difficult for immigrants to find employment, thus increasing their reliance on social assistance or government transfer payments.

SECTION II

COMMUNITY TRENDS FOR NORTH DUMFRIES/AYR

ABOUT NORTH DUMFRIES AND AYR

North Dumfries is the most southerly township in the Region of Waterloo. The borders of the township touch four other counties, Oxford, Brant, Wellington and Wentworth. With the smallest population in the Region of Waterloo, the township covers 184.5 square kilometers of what is primarily rural settlement. The township is wrapped around the south end of the city of Cambridge with its largest urban centre, the village of Ayr, having a population of approximately 2,400 in 1993 (Township of North Dumfries). The village, located in the township's southwest corner, comprises about a third of its population.

North Dumfries was incorporated in January 1852 at which time the former township of Dumfries was split in two; North Dumfries in the County of Waterloo and South Dumfries in the County of Brant. Settlement in both the eastern and western areas of the township had begun in the 1820s, soon after settlement in the Galt section of Cambridge. Roseville was one of the first areas to be settled, followed some years later by what is now the village of Ayr.

The original settlers in North Dumfries were English, Scottish and Mennonite. The most significant settlement of the latter group was in Roseville. Ayr was established primarily on the basis of its location on the Nith river which spawned two saw mills and a flour mill. (Taylor, 1952)

In contrast to the historically agrarian nature of the township, population growth in the township today is primarily in Ayr where former residents of large urban centers find an appealing alternative to city living.

DEMOGRAPHIC PROFILE OF NORTH DUMFRIES

This section examines the demographic profile of the township based on statistics from the 1986 and 1991 Census. In addition to changes in the township's profile over time, comparisons are made to two other centres in the Region of Waterloo -- Wellesley and Cambridge. The township of Wellesley was used because it is similar in size and rural-urban mix to North Dumfries. Cambridge was used because of its proximity to North Dumfries and to make rural and urban comparisons. When appropriate, references are also made to provincial demographic trends.

Population Growth

In 1991, the population of North Dumfries was 6,820 representing 1.8% of the total population in the Region of Waterloo. Between 1986 and 1991 the township's population grew 30.6% - one of the highest growth rates in the Region. During the same period, Wellesley Township grew 16.6% and by 1991 had a population of 8,234. The city of Cambridge similarly grew 16.1% to reach a 1991 population of 92,772.

Population by Age

The age profile of North Dumfries residents is younger than the profile for Cambridge residents, but older than the township of Wellesley.

In 1991, North Dumfries residents under age 25 represented 40.9% of the township's population, up from 39% in 1986. During this period, this young age group decreased as a proportion of the Cambridge population to 37.8% in 1991. In comparison to Wellesley township, North Dumfries had a lower proportion of youth. In 1986, 48.2% of the Wellesley residents were under age 25; by 1991 this had dropped slightly to 46.6%, but this was still a higher proportion of youth than in North Dumfries.

Figure 15 and Figure 16 illustrate the population distribution for youth and adults respectively. (Census data recorded youth and adults in different age spans making it difficult to compare all age groups in one figure.) Figure 1 shows the population distribution for youth for 1986 and 1991. Among youth age groups, the (5-9) age group grew the most (38% increase). The 20-25 age group was the least populous in relation to the other age groups and had the least growth during this time period.

FIGURE 15

FIGURE 16

In Figure 16, changes in the adult population between 1986 and 1991 are shown. The greatest increase was among those between 25 to 44 (42% increase between 1986 to 1991). The over 65 age group was 9% of the township's population in both 1986 and 1991. Not only is this a lower proportion compared to Cambridge, with 10.5%, but this group did not grow as a proportion of the population as in Cambridge. On the other hand, North Dumfries had a higher proportion of this population than Wellesley (7.1% in 1991).

It appears North Dumfries has not experienced the aging of the population to the extent that is being predicted in the province (Ministry of Community and Social Services, 1989). Instead, the township has had an increasing proportion of youth and a stable number of residents over age 65.

Family Characteristics

Family structure has been changing in relation to marital status, husband-wife versus lone-parent families and the number of children per family. These characteristics have changed among the population of North Dumfries, but in different ways than in Cambridge and Wellesley.

The most noticeable change in the marital status of the population has been the higher proportion of divorced people. As Figure 17 illustrates, North Dumfries residents who were divorced increased as a proportion of the total over 15 population. However, the 3% of North Dumfries people who were divorced was less than the 5.1% rate in Cambridge. Meanwhile, Wellesley had a much lower proportion of divorces in the population (1.6%).

Figure 17 also shows little change in the proportion of people who were married. In 1991, North Dumfries had a higher percentage of married people (69%), among those over age 15, than that of neighbouring municipalities such as Cambridge (63%) and Wellesley (66.2%).

FIGURE 17



Figure 18 compares three family types: husband-wife, lone-parent females, and lone-parent males. Husband-wife families include those who are married and those living common law.

Between 1986 and 1991, North Dumfries saw little change in the proportion of different family types, unlike Cambridge where the proportion of lone-parent families has been increasing. Lone parent families in the township, both male and female, increased marginally in relation to husband-wife families. In 1991, North Dumfries had a much lower proportion of lone-parent families at 5.9% than Cambridge, with 12%. The profile of family types in North Dumfries was similar to that in Wellesley. Both townships had a higher proportion of husband-wife families than the urban community of Cambridge.

FIGURE 18

According to the most recent Census, the most common family structure in North Dumfries was a couple with no children (Figure 19). Among families with children, the two-child families were the most common. This pattern was similar in both 1986 and 1991 except that the number of families with no children increased at a higher rate (39%) than did two-child families (36%).

Similar trends were found in Wellesley and Cambridge. A comparison of families by number of children in North Dumfries (Figure 19) and in Cambridge (Figure 4, p. 12) shows that larger families are more common in North Dumfries than in its urban neighbour. However, both communities have seen an increase in the number of families who have no children.

FIGURE 19

Birth rates in the township are similar to other areas. The birth rate of “ever married women” over the age of 15 in North Dumfries was 2.28 children per woman according to the 1991 Census. This was higher than Cambridge’s 2.25 and the National rate of 2.23. The birth rate for single women over 15 was .13 for North Dumfries, which was also lower than the Cambridge of .14, and lower than the National rate of .15. These statistics indicate that the 30% population increase in the township could not be accounted for solely by the birth rate. Statistics on migration and immigration are examined to determine their influence on population growth.

Immigration/Migration

The most noticeable pattern in migration to North Dumfries between 1986 and 1991 were newcomers from other areas within the province of Ontario (i.e., Intra-provincial migration, see Figure 20). Migration from other centres in the province increased 111% during that period, bringing 895 new people into the township. This trend was also found in Cambridge. External migration saw a 130% increase, but the actual number of immigrants to the township in 1991 was still relatively low at 70 immigrants. Meanwhile, migration from other provinces (Inter-provincial) decreased during the same period. Migration from all sources brought almost 1000 new people into the township which, in an area with a small population, is a significant change.

FIGURE 20

Another indicator of the incidence with which residents move is the “five year mobility” status collected by the Census. This statistic identifies residents as either “movers” or “non-movers” according to whether or not they had moved in the past five years. “Movers” may have moved within North Dumfries or come into the township during that period. As illustrated in Figure 21, the number of “movers” increased between 1986 and 1991 while the number of “non-movers” was relatively stable. In 1991, there were 2,815 people who had moved in the past five years.

Considering migration and mobility, there have been many newcomers to communities within the township. These changes could make it more difficult for people to know their neighbours and perhaps threaten community cohesion.

FIGURE 21

Ethno-Cultural Diversity

The population of North Dumfries is less diverse in terms of ethnic origins than nearby Cambridge. Of the 4,135 residents of the township's population of 6,820 who in 1991 identified with a single ethnic origin, the largest single ethnic origin was British (49.5%); the second largest group was Dutch.

Figure 22 shows the township's seven largest ethnic origins as reported by 50 or more residents.

FIGURE 22

The 'Other' category in Figure 22 includes seven ethnic origins that had less than 50 persons living in the township. These ethnic origins are:

- French Origin
- Chinese Origin
- Polish Origin
- Black Origin
- Hungarian (Magyar) Origin
- Norwegian Origin
- Danish Origin

The “Canadian” category in Figure 22 includes individuals who did not identify themselves with an ethnic origin outside Canada. Statistics Canada indicates residents reporting themselves as “Canadian” are from families who have been in Canada for several generations (Statistics Canada, 1991 Census). The “Canadians” category was the same percentage of the population in North Dumfries as found in Cambridge.

Compared to Cambridge, North Dumfries had fourteen fewer ethnic origins represented. This indicates that the township has a less diverse ethnic composition than Cambridge. Also, the township differed from Cambridge in its smaller proportion of people of Portuguese origin - 7% the population compared to 14% in Cambridge.

Education Levels

Education levels for the North Dumfries population over age 15 have increased (see Figure 23). Also, compared to Cambridge residents, a higher proportion of township residents have a university education.

In 1991, 13 % of the > 15 population of North Dumfries had less than a grade 9 education and 11% had their secondary certificate. Those with a trades/college education were the highest percentage of the population at 15%. These patterns are much the same as in Cambridge, except that North Dumfries had a higher proportion (8%) of people with university education than Cambridge (6.9%).

FIGURE 23

COMMUNITY THEMES IN NORTH DUMFRIES/ Ayr

Participants in this study consisted of two groups of residents from the community of Ayr, and five service providers from human service organizations with a mandate in North Dumfries. Researchers asked questions about people's perceptions of human service needs in the community in both a focus group format (see Appendix B) and in individual interviews with service providers (see Appendix C).

While the focus group participants were potential consumers of human services, many were also community volunteers, providing information to fellow residents, raising funds for community events, and providing informal outreach services. Therefore these participants perspectives may have been based more on their roles as voluntary community helpers and less on their personal experience with human services.

Focus group participants all lived in Ayr. Efforts to organize focus groups in other areas of the township were hampered by researchers' unfamiliarity with formal and informal groups and due to time limitations. Thus, the information participants provided relates primarily to life in Ayr and may not be reflective of other areas in the township. For this reason, this section is referred to as "Community Themes in North Dumfries /Ayr".

Ayr has the highest concentration of population in the township and it is somewhat isolated in the southwest corner of the township. These factors could make human service concerns more acute for residents of Ayr than for township residents who are in closer proximity to Cambridge or another urban centre. Nevertheless, researchers accept that the lack of input from other areas of the township is a limitation of this study.

Strengths and Challenges

Participants were asked what they liked and disliked about living in North Dumfries and more specifically, Ayr. Things that participants “liked” about their community are identified as “strengths”, while their “dislikes” are summarized under “challenges”. Comments about general aspects of life are included here. Comments related to specific human service areas are under the next heading, Response to Themes.

Strengths. Participants thought there was a good sense of community and friendliness among residents in Ayr. They appreciated the “close knit” and “family oriented” nature of the community. Most people have a high degree of involvement in the activities within the village. People feel they can walk freely and with reasonable confidence regarding safety.

The proximity of Ayr to larger centers such as London and Toronto was also considered a community strength, particularly by those who liked life in a small town but who had jobs in these cities. Another perceived asset was the housing prices that are lower than in larger urban areas.

Voluntary activity is a natural part of life in this small town. Those who had previously lived in larger urban areas liked the freedom to plan community events and sports leagues without the bureaucracy that is often associated with city life.

Most considered that the community is fortunate to have a local newspaper which is a good source of information about local events and local people. The volunteer fire fighters received high praise for being prompt and efficient.

Challenges. Some long-time residents perceived the community to be changing as a result of the new housing developments on the edge of town. There was a concern that newcomers may not be as involved in the community because many of them are commuting elsewhere to work. Another perception was the existence of a psychological division between the old and new settlements in the village that are somewhat physically separated by railway tracks.

A common perception was that the cost of living in the village had increased. Related to this concern, some were concerned about the extra expense of obtaining consumer items that are not available locally.

The attraction of small-town life was counter-balanced with the realization that the range of services found in urban areas is not possible. Physical services such as sidewalks and crosswalks were seen as needed, but some saw little likelihood of having these improvements.

Response to Theme Areas

This part of the report presents the findings organized by the themes that have emerged in community consultations. Themes are presented in order of their apparent importance to the consumer participants (referred to in this report as “consumers”) in this research. Within each theme, comments of both consumers and service providers who were interviewed, are also presented in approximate order of incidence and priority. Statistics are examined for each theme to provide other points of view and corroborate the importance of the theme locally.

ACCESS TO FORMAL SERVICES

Community consultations. Concerns about access to services were expressed in two ways. Participants expressed the need for:

- information about services available in nearby cities and towns, and
- some services such as support for low-income people and counselling to be made available in the town.

On the other hand, some perceived barriers to providing services locally. The main barrier was that of confidentiality for those using human services in a small town. People in the community are independent, self-sufficient and often too proud to ask for help when they need it. In a community where everyone knows each other, asking for help means that others would know about your problems and thus, you could be centered out. It is different from the city where getting help from service providing organizations is anonymous.

Most participants agreed that, in a small community, services would likely be delivered by volunteers who would inevitably be handling the sensitive issues of their neighbours. The attempt to establish a food bank may have failed in part due to such issues. Some who were volunteer organizers for a local food bank assessed the attempt as follows:

- there was a need for a food bank, but people said they would not use it due to the stigma of asking for help;
- people who need food are going to Cambridge or Paris because it is anonymous; there was no support for a drop-off at the fire hall because people would be seen going there.

Service providers saw a need for services such as: more outreach to seniors, a sexual assault hot line, and groups or programs that could be provided by organizations such as, Alcoholics Anonymous.

Service providers who provide information on services from a Cambridge location reported that most human services are provided to the township on an outreach basis. None have locations within the township. A few service providers in Cambridge, who did not offer outreach to the township at the time of this study, reported plans to start outreach to township residents (e.g., family violence services).

Statistics. In 1992, the Neighbours Helping Neighbours Committee, a coalition of church volunteers, attempted to establish a food bank in Ayr. The committee conducted a survey in Ayr and found that there were at least 20 families who were using food banks in other centres. A news article stated that: "People surveyed said they would be reluctant to use a food bank in Ayr, if one were created" (Rygg, 1992).

Information about human services in the community has been handled by volunteer groups and by an information agency in Cambridge. A local church group has placed a column in the local newspaper to provide information about services that are available to the residents in Ayr. The parent group at the local public school prepared a School Handbook and Calendar. Apart from school information, the handbook also listed community groups, recreational activities and social clubs in Ayr (Ayr Parent Group, 1993).

The information agency in Cambridge has a database of information about services that residents in the township can access. While the information phone number has been circulated widely, the Cambridge-based information agency has looked into the possibility of an Ayr phone number to eliminate long distance phone charges incurred in calling Cambridge (personal communication, Information Cambridge, 1994).

There are two counselling agencies in Cambridge to which township residents can go. In 1993, one agency conducted a survey of its clients and found that approximately 5% of their clients were from North Dumfries. The combined population of Cambridge and North Dumfries is approximately 99,593, and North Dumfries has 6,821 residents or 6.8% of that population (1991 Census data). Thus, North Dumfries is under represented in terms of counseling at this agency. It is unknown whether this is due to less need for help or if it is due to lack of access to a Cambridge-based service. Other services from this agency are outreach services provided by an adult protection worker who visits a small number of clients in the township (personal communication, Family Service Bureau, 1994).

The other counseling agency has attempted to offer two programs in Ayr in the past year. A church in Ayr provided space for these programs. One program offered was individual counseling for families and the other was a time-limited course addressing family survival issues. Both programs were available for a fee. There was little response to either of these programs. An agency official reported that a few clients are coming from the township for counseling services at the Cambridge office. However, statistics were not available on the actual number of clients (personal communication, Cambridge Interfaith Family Counseling, 1994).

The Ontario Advisory Council on Senior Citizens produced a report in Spring, 1992 entitled *Rural Roots: Aging in Small and Rural Communities in Ontario*. The report found inhabitants of rural areas to be more sensitive to what others thought of them than those in urban areas. The

...Council found that the rural elderly continue to suffer from a historical pattern of public and private sector neglect. The report attributes some of this neglect to relative isolation of the rural elderly as well as their traditional reluctance to ask for help (p.12).

This finding points to a potential concern about the well-being of the 600 seniors who live in the community.

INFORMAL SUPPORT AND VOLUNTARISM

Community consultations. Participants (both consumers and service providers) agreed that family, friends and neighbours are very supportive of each other in the township. Participants in Ayr referred to some dynamics of the informal support in the community. They said:

- people are willing to go out of their way to help people in times of crisis;
- people respond and help in ways that were not thought to be as common in larger urban areas;
- families that have been in the area for many generations help extended family members.

Participants expected a high degree of voluntary activity in their community. They viewed this as an expected part of life in a small community where formal services are not available as they are in large urban centres.

Statistics. There is a strong church involvement in the provision of services in the area. Outreach committees; such as, Neighbours Helping Neighbours have been active in assessing the needs of the community. The Neighbours Helping

Neighbours Committee is a coalition of churches in Ayr that was mentioned in the previous section in relation to the attempt to establish a food bank.

Volunteering touches many aspects of life from recreation to personal support that might be the mandate of formal services in a larger center. *The Ayr School Handbook And Calendar* mentioned in the previous section was prepared and distributed by the volunteer efforts of the Ayr Parent Group. Another example of volunteer capacity is recent the establishment of a pre-school co-operative in Ayr.

HEALTH SERVICES

Community consultations. Several participants expressed concern about the lack of health services in Ayr. They commented:

- there is no 24 hour emergency medical treatment and it takes a long time for an ambulance to arrive from either Cambridge or Paris;
- there is no pharmacy in the village of Ayr. A pharmacy in Paris will deliver, but only prescription medicine;
- there is only one doctor in the village and he is close to retirement.

Participants recognized that due to the small population it is difficult to have specialized services in the community. All agreed, however, that a Community Health Centre is needed due to the distance to existing medical services. They identified several benefits to having a Health Centre, such as the potential for the centre to house several health services on a part-time basis. They saw the potential for services such as counselling and dentistry to be located within the community.

While most participants recognized the need for health care and emergency services, many were pessimistic about the prospects of these services because of the small populace and geographical dispersion of the area.

Another township in the Waterloo Region already has a health centre and it has become a sore point that North Dumfries has been unable to obtain funding for a similar centre.

Meals on Wheels and Home Help are two health-related services being provided to seniors in Ayr by a Cambridge-based organization. A service provider reported that these services have been available on a minimal basis because funding is reliant on private donations and a small fee paid by users. In other municipal

areas, services such as these have user fees, but also have some government assistance.

Statistics. In 1991, the Ayr and District Health Centre Committee, a group of local residents, attempted to access funding to investigate the need for a centralized health centre but this request was denied. Reasons given by government officials were that the health centre program was being reviewed (Swayze, 1992).

TRANSPORTATION

Community consultations. Participants reported that many residents who do not drive rely heavily on family and friends for transportation to support services in Cambridge and Paris. This reliance is so deeply rooted that attempts to formalize transportation services were met with resistance from those who could have used such services.

Members of a church outreach committee attempted to organize a volunteer driving program in Ayr in the past year. They thought there was a need for this service, in particular among seniors, but the service was not used. Organizers concluded that seniors prefer to rely on their friends and family for transportation and are not as comfortable asking a stranger for a ride.

Participants knew of those who need regular transportation but remain silent for fear of disapproval from members of the community. There are some seniors who no longer drive, but who hesitate to ask for a ride even though it is needed. Participants noted that people do use the Cancer Society volunteer drivers in the community.

Statistics. In 1987, the Waterloo Region Social Resources Council conducted a study on the need for special transportation services in the townships of Waterloo Region. The study included all four townships in the Region. The report found that:

..with respect to need, there is an identifiable segment of the Townships' population which faces significant mobility restrictions. These people want to live in the Townships, but could ultimately be forced to move to the urban areas where better transportation is available, particularly for those who cannot travel in a passenger car (p.31)

The report went on to conclude that "with respect to service strategies, 'coordinated volunteer service' and 'taxi only' options would least satisfy the trip-making desires of the survey respondents". Various options were analyzed, including contracting with existing transit services, contracting with bus lines and developing a separate township agency. Comparisons of these options according

to level of service, initial cost, ease of implementation and ease of expansion, revealed the best strategy was to contract with bus lines (p.31).

The transportation issue remains unresolved in North Dumfries. The Regional Official Policy Plan Review, in the June 1993 *Development Strategies: Recommendation Report*, identified potential policy directions of the "... preparation and regular update of a Regional Transit Strategy [which would] address how existing and future growth in the Cities is to be served by transit, [and] the feasibility of transit service in the Townships" (p.40).

ECONOMY AND LABOUR FORCE

Community consultations. Both participants and service providers said there are fewer jobs in the community and more people have been laid off. Also there appears to be a higher turnover rate in the small town business sector due to the declining economy. It appears that many residents faced with unemployment have taken initiative in self-employment opportunities.

Participants have noticed an increase in the number of residents living in Ayr and commuting elsewhere to work. Some participants were relative newcomers while others were long time residents. The perception is that many newcomers, or their spouses, work outside Ayr.

There was disagreement about the impact of newcomers on the atmosphere in the village. Some long-time residents were concerned that commuters would not become as involved in the community, while others knew of newcomers who were very active in extra-curricular activities, such as the local sports leagues. Some participants who were newcomers reported that they were drawn to the village due to the friendliness and neighbourly attitudes of residents.

Another concern related to an increase in commuting, was the increase in traffic volume through the town, which was thought to bring a higher risk of traffic accidents.

Many participants, including service providers, perceived an increased need for continuing education programs, job interview preparation, and resume writing. Many people are out of work for the first time in years. These and people who are re-entering the job market were seen to need skill training and employment preparation. One church recently offered a workshop on re-entering the work force through the services of a Cambridge agency. Only five people attended which was not considered to be a good response.

Statistics. Promotional material from the Township office reported that:

“Agriculture in the 46,271 acre township continues to be a mainstay, but the past decade has seen an unprecedented amount of industrial growth.” and that, Ayr, the township’s biggest urban center, has 70 various industries and commercial businesses.

Between 1986 and 1991, the labour force in the township almost doubled, increasing from 2,720 to 4,045 residents in the labour force. Figure 24 illustrates changes in the occupations of the township’s residents between 1986 and 1991. This includes those employed in businesses outside the township. People in manufacturing occupations increased, unlike Cambridge which had fewer people in manufacturing occupations.

FIGURE 24

Other occupation categories with increased participation between 1986 and 1991, were “Finance, insurance and real estate” with a 233% increase, “Transportation and communication” occupations with 82%, “Government service” occupations up 81%; and Trade industries (wholesale and retail sales) which increased 53%.

The “Other” occupation category in Figure 24 refers to the following occupations:

- Business service industries
- Educational service industries
- Health and social services
- Accommodations/food/beverage industries
- Mining (including milling)
- Other (another sub category, but of smaller proportions)

These six occupations could not be compared separately between 1986 and 1991 due to changes in occupation categories in the Census.

According to the 1991 Census, fewer township residents worked within North Dumfries than worked either elsewhere in Waterloo Region or outside the Region. The majority work somewhere within the Region as illustrated in Figure 25. North Dumfries had a higher percentage of its labour force working outside the Region (19%) than in Cambridge (17.3%).

FIGURE 25

There has been little change in self-employment among residents of the township, while trends elsewhere, including Cambridge, are to more self-employment. Figure 26 illustrates the changes in the number of self-employed and paid workers between the Census years of 1986 and 1991. The proportion of North Dumfries residents who were self-employed decreased from 11.6% to 6.1% in that five year period. In contrast, self-employment among the Cambridge labour force increased from 3.7% of the 1986 labour force to 5.7% in 1991.

FIGURE 26

Unemployment rates have been lower in North Dumfries than in nearby centres. In 1986, the unemployment rate was 4.3%, while the rate in Cambridge was 6.8%. In 1991, the unemployment rate in the township had almost doubled to 8.2%, but this was still lower than the 11% unemployment rate in Cambridge. Young people between 15 and 24 had higher unemployment rates than those over 25; this trend was found in Cambridge and is also a national trend (Sunter, 1994). The 1991 unemployment rate for township residents aged 15 to 24 was 14%, more than double the 6% rate of unemployment for those over age 25.

North Dumfries residents had higher labour force participation rates than those living in Cambridge; this was reported in both the 1986 and 1991 Census. Figure 27 illustrates these differences according to gender for these two census years. The most noticeable change between 1986 and 1991 was the increased participation rate of females in the township. Their participation rate increased more than township males. Also, by 1991 township females had a higher participation rate (70%) than females living in Cambridge (64%). This could indicate that families in the township have more need for two incomes earners than in Cambridge. Alternately, township residents have higher education levels than in Cambridge, possibly improving their employment opportunities.

FIGURE 27

RECREATION

Community consultations. Most participants agreed that there were opportunities for sports-oriented recreation in the township of North Dumfries, although it is concentrated primarily in the village of Ayr. The Ayr Community Centre is used for a variety of activities, clubs and social gatherings. It was noted with some pride that there are several extracurricular activities and minor sport leagues for adults; for example, there were 22 co-ed softball teams. Participants also noted that these activities rely heavily on volunteer organizers and coaches.

Participants thought there was not as much available in recreational activities for youth, particularly for those who are not sports oriented. Service providers similarly expressed difficulty in planning recreational activities that would please youth of all ages, particularly those who are not interested in sports.

Another concern was that recreational facilities are often overbooked. In particular, it is difficult to book ice time at the community centre arena. The director of recreation for the township reported that facilities in the community are well-used and there is little space available for new activities. A new facility is likely needed but if built, it might be in another part of the township.

Statistics. A listing of local recreational activities is outlined in the *Ayr School Handbook And Calendar*, produced by the Ayr Parent Group. In addition to information about the school, this guide provides an information list of clubs, services, and recreational activities for the residents of Ayr. Several sports leagues exist for both adults and children in both the summer and winter seasons. Other activities include weight watchers' groups, fitness classes, line dancing, and social groups for seniors. These activities are held in a variety of facilities including: the community centre, the local school, several churches, and the Ayr fire hall.

SAFETY AND VIOLENCE

Community consultations. Participants reported feeling relatively safe in this small community. Nevertheless, families in the community appear to be more concerned about their children's safety than they used to be. Some participants were alarmed at apparent increases in break and enters in the community. A bush party held near Ayr in the summer of 1993 was thought to be organized by outsiders. Occasionally, there have been youth in the village who get into trouble, but this was not seen as an ongoing occurrence, rather something that goes in cycles.

There was some concern that child abuse goes unreported and nothing is being done to address the problem.

Statistics. Separate statistics on crime in the township are not available from Regional police.

The only recent information on safety and violence issues in the township come from a recent study on sexual assault in the rural areas of the Region. The report entitled: *The Needs of Rural Women Who Have Been Sexually Assaulted*, indicated that reports of sexual assault against women in rural areas are on the rise.

"Using the more conservative estimate of 1 in 4 adult women having been assaulted at some point in their lives, this translates into an estimated 33,000 female assault survivors in the Region. The township portion of this total (11.8% of 33,000) reveals approximately 4,000 rural women who are survivors of sexual assault."(p.10)

"It is interesting to observe that despite being the smallest township in terms of population, North Dumfries' reported sexual assaults exceeds those in other townships. It should be noted however, that assaults occurring in rural areas do not necessarily involve rural residents; persons may have been taken into the countryside to be assaulted (Kitchener Waterloo Sexual Assault Support Centre, 1993, p.11)

Worth noting, was the impression from this study that the majority of sexual assaults go unreported. Given the relatively high number of reported incidents of sexual assault in North Dumfries, there appears to be a need for prevention/intervention in this area. The report was meant to identify areas in the rural areas in need of intervention, making the introduction of some type of service to North Dumfries a distinct possibility.

INCOME AND SOCIAL ASSISTANCE

Community consultations. According to service providers, there has not been a noticeable increase in social assistance recipients in North Dumfries and Ayr in the last 2 to 3 years. None of the consumer participants reported they had experience living on social assistance. They did perceive that, in a small community like Ayr, there is a greater stigma attached to living on social assistance than in a larger centre. Some reported that low-income people would not use a food bank if one were in Ayr, due to the stigma of living on a low income and being in need of help.

Statistics. North Dumfries has a higher average family income compared with Cambridge. Average family income for North Dumfries in 1986 was \$43,749, and by 1991 it had increased to \$66,008. Meanwhile Cambridge had an average family income of \$50,472 in 1991.

Income sources of township residents are generally less reliant on government transfers (i.e., unemployment, social assistance, old age pensions) than other centres. According to the 1991 Census, only 7% of the total income sources of township residents came from government transfers. This was much lower than the government transfer rate of 11% in Cambridge and the 9% rate for the Region of Waterloo (Statistics Canada, Census, 1986 & 1991).

In October 1993, the Region's social service department reported that the total ongoing social assistance caseload⁵ for the Cambridge office (which includes North Dumfries) was 6,059. Of this total, 166 cases were in the township. This means that the North Dumfries had 2.7% of the social assistance caseload for the south end of the Region. According to the 1991 Census, North Dumfries had 7.8% of all the households (i.e., number of families and unattached individuals) in Cambridge and North Dumfries combined. Thus, North Dumfries had fewer people on social assistance relative to Cambridge.

The following is a breakdown of social assistance cases in October, 1993, by type of assistance: Family Benefits, disabled - 45, Family Benefits, sole support mothers - 53, General Welfare, singles - 55; and General Welfare, families - 13 (Region of Waterloo, Social Service Department, 1993). Singles were the largest client group, although more people (when spouses and children are included)

⁵Caseload refers to the number of cheques being issued either to families or singles, not the number of people living on social assistance. The ongoing caseload excludes those who received emergency or one-time assistance during October, 1993. Types of social assistance included are: General Welfare Assistance, for families or singles needing temporary assistance and Family Benefits, for sole-support parents and people with disabilities.

would receive assistance in family units. In Cambridge, the breakdown of social assistance by type was similar except that sole-support parents outnumbered single recipients of social assistance in that city.

Historical statistics on social assistance in the township were not available making it impossible to determine changes in the incidence of social assistance. However, most evidence, including Census statistics on income (see section on Income), suggests that township residents are less apt to need social assistance than residents of large urban areas.

HOUSING

Community consultations. Participants said housing has become more affordable in recent years, especially in comparison to larger areas. The perception was that many people have moved to North Dumfries due to the availability of affordable housing.

Statistics. The supply of rental accommodation in North Dumfries is much lower than that of owned housing (see Figure 28). Generally, Cambridge has half of its housing as rented dwellings, while North Dumfries has only 1/3 of housing as rented dwellings. The prices of these rented dwellings are very similar. In 1993, a 2 bedroom apartment in North Dumfries was \$514 per month and \$567 for Cambridge (Canada Mortgage and Housing Corporation, 1993).

FIGURE 28

Indications are that there has been some growth in housing types other than single detached dwellings. Housing statistics between 1986 and 1991 Census Data were defined differently, making a comparison difficult. The two categories that can be examined are Single-detached housing and 'Other' which includes all other housing types, such as semi-detached and apartment buildings. In 1986, 90% of all dwellings were single detached; by 1991, this percentage was reduced to 88.2% of all dwellings in the township. This information does not unfortunately indicate what types of dwellings have increased. What can be said is that there is a slight trend to more diverse types of housing in North Dumfries.

SUMMARY OF FINDINGS FOR NORTH DUMFRIES

The goal of this study was to identify community trends; in Section 2 this was aimed at the township of North Dumfries. The study defined “community trends” as “changes relating to the health, social welfare and economic well-being of residents within a community.” To determine community trends, researchers analyzed demographics, people’s experience of well-being, and related statistics.

Findings for North Dumfries indicate changes in the community’s demographics and residents’ perceptions of life in the community. This section will summarize these changes, bringing together the demographics and community themes to identify emerging trends in the township of North Dumfries.

EMERGING TRENDS IN NORTH DUMFRIES

DEMOGRAPHIC PROFILE

The “face” of the township of North Dumfries has been changing, but perhaps not to the same degree as changes in the urban centre of Cambridge. Some aspects of the townships demographics were more like trends in Wellesley, another township in Waterloo Region. The following are changes that are distinct to North Dumfries.

- Population growth in recent years has accelerated to one of the fastest growing areas in the Waterloo Region.
- In contrast to trends in an aging population in other areas, including Cambridge, age groups with growth have been young children and young adults. The phenomenon of the “aging population” was less evident in North Dumfries.
- Families in the township continue to be husband-wife type families, with little increase in the number of lone-parent families. Thus, the “traditional” family unit has maintained a central place in community life.
- Ethnic origins of township residents is less diverse than Cambridge.
- More people had higher education levels than in Cambridge.

Demographic trends that were similar to other centres, such as Cambridge, were:

- the change to smaller family sizes, including more families with no children;
- population growth being due primarily to migration into the township from other centres in the province;
- more mobility by residents who were moving either into or within the township.

The demographic profile of the township has remained distinct from urban areas in several ways. In Analysis of Themes, the local experience of these demographics and aspects of life in the township and village of Ayr are analyzed further to identify community trends.

ANALYSIS OF THEMES

Residents' perceptions of their well-being are affected, not only by who they are, but how they interact with the culture of the community in which they live. Culture can include the community's identity, institutions, beliefs and opinions. The themes identified by residents of Ayr are summarized and discussed in the view of relationships between themes and the community's demographic profile.

Access to Formal Services

A major concern of Ayr residents and possibly others in the township, who require human services, is the issue of confidentiality. Needing help is seen as a greater stigma in this small community than in larger centres. Participants perceived that if services were located in the village of Ayr, people might not use those services because family and friends could see them going to the service location. It was commonly felt that residents who need help from formal services generally go to services in Cambridge and Kitchener-Waterloo. Even so there were indications that North Dumfries residents are not using these services in proportion to their population. Some attempts to provide services in Ayr have not had a good response, even when done in collaboration with local church groups. Participants identified lack of information as another important barrier to residents who needed help.

Informal Support and Voluntarism

Informal helping and volunteering continues to be integral to life in Ayr. There is a perception that most needs can be addressed by friends, family and churches within the community. Those needing formal services may not seek them, perhaps as a result of this orientation to informal support. Volunteers organize everything from recreational activities to providing community information. Many services that volunteers provide would, in a larger urban area, be part of the formal service system.

Health Services

Local medical services are perceived as a pressing need in the community. Recently a volunteer committee tried to establish a Community Health Centre. It was hoped the centre would house various medical and support services which currently require driving some distance to reach. Seniors who require transportation were seen to be particularly affected by the distance to closest health services in Cambridge or Paris.

Transportation

Most transportation needs in Ayr have been met by family and friends. This has worked well to a point. However, seniors needing transportation services can also be reluctant to ask for help. Organizers of a volunteer driving program in Ayr encountered resistance as people preferred friends and family to strangers. This complex issue is complicated by the findings of a provincial seniors advocacy group. That group identified seniors in rural areas as being at risk of isolation and neglect by both public and private service organizations. The feasibility of formal transit services in rural areas of Waterloo Region has been studied.. The most feasible strategy, contracting with bus lines, has not been implemented perhaps due to insufficient funding and the lack of public support for the service. Given the resistance of the rural community to formal services, it is unlikely residents would lobby for a rural transportation service.

Economy and Labour Force

Participants had some concerns about fellow residents who lost their jobs during the recession and thought job training and job search assistance was needed. The township's unemployment rate has increased, but it has remained lower than in urban centres. In contrast to the perception of participants that there is more self-employment, in reality fewer township residents were self-employed in 1991 than in the past. Manufacturing occupations among residents have not declined as in other areas.

It was perceived that more residents are commuting to work outside the township from as far away as Toronto. Statistics confirm that there are people commuting outside the Region, but not to the same extent found in Cambridge. Commuting by residents is perceived by some to be a threat to community cohesion.

Recreation

Several opportunities for sports-oriented recreation are available from township services and through the efforts of volunteers in the community. Most recreational facilities and activities are located in Ayr, perhaps a sore point for those living elsewhere in the township. Facilities such as the community centre, school, local churches and fire hall are well-used and often overbooked. Still some participants thought that youth need more recreational activities, particularly those other than sports. The population growth and the increasing proportion of children and young adults could increase demands for recreation services in the future.

Safety and Violence

Participants living in Ayr reported feeling relatively safe but have become more safety conscious in the past few years. Increases in break-ins and bush parties have concerned many residents. Nevertheless, many still feel safer than in a larger community. The safety of streets in Ayr could be affected by recent population growth and the resulting increase in traffic through the town.

Participants expressed few concerns about domestic violence. A recent study found North Dumfries had a higher incidence of sexual assault reports than other townships in the Region. These reports do not necessarily involve women from the township, but they point to potential safety issues for women while in rural areas. Township residents' use of counselling services available in Cambridge and Kitchener/Waterloo have remained low. This could mean either that there is no need for these support services or that there is a reluctance to ask for help among rural residents due to transportation barriers or confidentiality concerns.

Income and Social Assistance

Fewer people in the township rely on government transfer programs than in urban centers. A higher average family income also indicates that income adequacy is an issue for fewer residents than in urban areas.

Housing

Housing is perceived to be more affordable in the township than elsewhere. People moving into North Dumfries have perhaps been attracted by housing prices that are in fact lower, on average, than larger urban centres. The township has had more single detached housing units than other types of housing, but this could be changing to a more diverse mix of housing types.

IMPLICATIONS OF EMERGING TRENDS

Service Accessibility

There are several accessibility issues in the township which make delivery of human services different there than in an urban area. Confidentiality concerns, transportation barriers, and disseminating information about the services are all issues that must be addressed to ensure that help is received when needed.

Township residents have confidentiality concerns about using formal services and perceive more stigma to seeking help than in urban centres. Thus, programs that are offered locally or that use local volunteers may not be used even if there is a need for the service. Medical services, on the other hand, might not be as affected by these confidentiality concerns.

A large portion of the township's population is at some distance from the urban centres in which human services are located. This makes transportation and service accessibility closely related issues that are of continuing concern to both township residents in need and the human services with mandates in the township.

Due to the small population in the community, it is generally accepted that locally available services are not financially feasible. This makes service access in the township reliant on adequacy of information about existing services in urban areas and availability of transportation.

Need for Formal Services

With no formal service network operating within the township, there is little information about the extent to which human services are needed. Available statistics indicate that there are fewer people who would require support services related to living on low income. However, there are other problems unrelated to income which may not be addressed until a crisis situation develops (e.g., family disputes resulting separation).

An alternative perception is that in a small community in which friends, neighbours and family are more apt to help, there could actually be less need for human services. The needs that cannot be addressed through informal support remains an unknown quantity which would be difficult to assess.

Locally available medical services appears to be a high priority in the community of Ayr. Those over age 65 without transportation could have the most need for local medical care. However, the growing population of commuters are more likely to have doctors and other health care services in the cities where they work. They could be less apt to use local medical care. The prospect for a medical centre remains doubtful with current government policy directions and the likelihood of funding constraints.

REFERENCES

APPENDICES