

# Child Care Service Plan London - Middlesex 2015

**March  
2015**



# Contents

Executive Summary .....	1
Introduction .....	2
Important Contextual Factors .....	3
Service Delivery Framework .....	3
Operational Structure .....	3
Funding .....	3
Size of the Licensed Child Care System .....	4
Child Care Fee Subsidy .....	4
2015 Child Care Service Plan Strategic Objectives .....	5
2015 Child Care Service Delivery Components Funding Allocations .....	7
Funding and Expenditure Overview .....	7
Core Service Delivery Components .....	9
Fee Subsidy .....	9
General Operating Grant .....	10
Special Needs Resourcing .....	10
Pay Equity Memorandum of Understanding .....	10
Wage Enhancement Funding .....	10
Special Purpose Funds .....	11
Capacity Funding .....	11
Transformation Funding .....	11
Repairs and Maintenance Funding .....	12
Administrative Expense .....	12
Capital Grants .....	13
Appendix A - Child Care in London-Middlesex .....	A1
Provincial Funding .....	A1
Child Care Fee Subsidy - City of London Only .....	A2
Child Care Fee Subsidy Case Load and Wait List - City of London Only .....	A3
Child Care Operators, Openings and Closures - London-Middlesex .....	A4
Child Care Licensed Spaces - London-Middlesex .....	A5
Centre Based Programs .....	A5
Licensed Private Home Child Care .....	A6
Child Care Reported Occupancy Rates - City of London Only .....	A7

# Executive Summary

In January 2013, the Ministry of Education changed the way in which Consolidated Municipal Service Managers (CMSMs) are funded, and provided CMSMs with greater flexibility to allocate funds based on each CMSM's unique need. In consultation with the local child care community, CMSMs are expected to develop Child Care Service Plans that articulate how the child care system will be managed, including how funding will be allocated amongst the service delivery components.

London-Middlesex's consultation is an on-going process led by Neighbourhood, Children and Fire Services in collaboration with representatives from Middlesex County. Several times a year, the CMSM hosts child care network meetings to provide updates on provincial and municipal policy and funding; to share statistics and service plan implementation progress; and to solicit input and feedback on emerging issues in the sector. CMSM representatives actively participate in multiple community-based committees and initiatives, and the CMSM pro-actively strives to be accessible and responsive to the child care community's feedback.

The 2015 Child Care Service Plan builds on the strategic and operational directions outlined in the 2014 Child Care Service Plan, which was endorsed by London City Council in November 2013. In summary, the 2015 Child Care Service Plan for London-Middlesex holds direct funding supports to child care programs relatively constant, while increasing funding allocations that directly support children and families.

The 2015 Child Care Service Plan discusses nine key strategic objectives the CMSM intends to pursue in 2015. This is followed by a discussion of the specific allocation strategies for each child care service delivery component in the Child Care Service Plan.



# Introduction

2014 was a year of incredible transition for child care and early childhood education. At the provincial level, the Child Care and Early Years Act was passed by the legislature and received royal assent in December. When this new legislation and the associated regulations come into effect in the latter part of 2015, the outdated Day Nurseries Act will be replaced with a more modern approach to child care service delivery and service delivery management. In their legislated role, Consolidated Municipal Service Managers (CMSMs) are anticipating changes that will increase the scrutiny of unlicensed providers; expand the licensed options and configurations available to parents; and formalize and expand the CMSM's roles and responsibilities with respect to service system management.

Locally, 2014 brought the final year of Full Day Kindergarten implementation, along with the long anticipated full impact on preschool enrollment and Operators' financial stability. The child care system in London and Middlesex experienced significant expansion in school-based Extended Day and Before and After School programs, while enrollment of older preschoolers in child care programs was significantly reduced by the move to Full Day Kindergarten. By year-end however, indicators were that enrollment in licensed centres providing care to children under the age of 4 had begun to increase to more sustainable levels, and that available spaces were starting to fill.

Changes to Child Care Fee Subsidy business practices implemented by the Municipality and the County in 2014 allowed the CMSM to make significant improvements at year end in the Fee Subsidy system and the General Operating Grant programs, including:

- Increasing Fee Subsidy Per Diems to Full Market Rate for all licensed programs in London, eliminating Top-Ups for hundreds of families;
- Significant reduction of the Fee Subsidy Waitlist in both London and Middlesex;
- Permanent elimination of the "Incremental General Operating Grant" for programs in London and Middlesex that have historically received less than their equitable amount of operating funding.
- Establishment of funding eligibility criteria relating to inclusion, service delivery network participation and quality improvement.

The CMSM is excited by the possibilities and opportunities that are available to the child care and early years sector in 2015 and beyond, including the introduction of the new Wage Enhancement Grant/Home Child Care Enhancement Grant initiative. The 2015 Child Care Service Plan summarizes the strategic objectives and operational directions that the CMSM intends to pursue in 2015 in order to fully capitalize on the possibilities available to the London-Middlesex community.



# Important Contextual Factors

## Service Delivery Framework

The City of London is the designated Consolidated Municipal Service Manager (CMSM) for child care in the City of London and the County of Middlesex. The City of London has a Purchase of Service Agreement with the County of Middlesex under which the County is responsible for the management of the child care system in the County. Operationally, the City and the County collaborate closely on the service delivery components of General Operating Grants, Capacity/Quality funding, Capital allocations, Repairs and Maintenance allocations and Special Needs Resources.

It is anticipated that this collaborative approach will continue for the development of the Wage Enhancement Grant/Home Child Care Enhancement Grant initiative.

The County directly manages the Child Care Fee Subsidy program for families living in the County.

## Operational Structure

The City's mandated responsibilities for the delivery of child care services are managed by the Children's Services unit of Neighbourhood, Children and Fire Services business area of the City of London. The respective mandates for Neighbourhood, Children and Fire Services are:

### **Neighbourhood, Children and Fire Services**

Working together to strengthen Londoners quality of life ... Community wide... Neighbourhood by Neighbourhood.

### **Children's Services**

Strengthening our community by helping children and families build a strong foundation now and for the future.

## Funding

CMSMs are legislatively required to cost share with the Province for the delivery of child care services. Approximately 85% of the total \$39.6 million child care budget in London and Middlesex is provided by the Ministry of Education. For 2015, the CMSM's required contribution is estimated at 15% of the total budget.



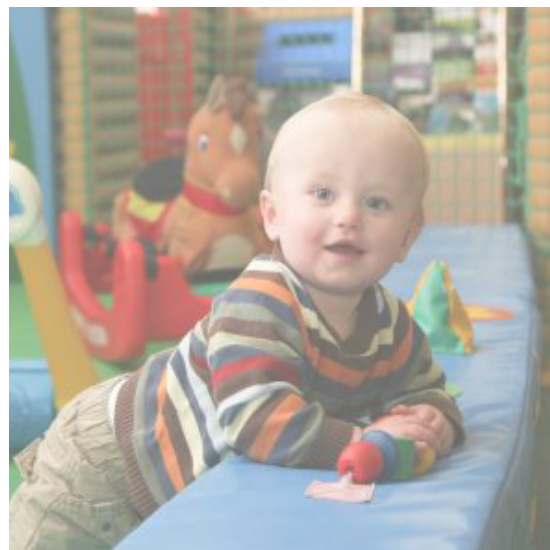
Size of the Licensed Child Care System

Details on the number and distribution of child care spaces in London and Middlesex as of September 2014 are provided in Appendix A.

Child Care Fee Subsidy

The largest component of the CMSM’s child care expenditure is the Child Care Fee Subsidy program, which supports access to licensed child care for income eligible families. In 2014, the number of children benefiting from Child Care Fee Subsidy in London averaged 2,516 per month. A total of 4,251 unique children in London benefitted from Child Care Fee Subsidy in 2014.

Child Care Fee Subsidy case load in the County in 2014 was fairly constant at approximately 150 children per month, resulting in a combined CMSM average monthly Fee Subsidy case load of approximately 2,665. Additional details are provided in Appendix A.



# 2015 Child Care Service Plan Strategic Objectives

*In summary, the 2015 Child Care Service Plan for London-Middlesex aims to hold direct funding supports to child care programs relatively constant, while increasing funding allocations that directly support children and families.*

The key strategic objectives of the 2015 Child Care Service Plan are:

Increases in financial resources, either from incremental Ministry of Education funding, use of Mitigation Funds from the Child Care and Early Childhood Development Reserve Fund, or repurposing of Administrative Expenses will be invested primarily in service components that directly support children and families (i.e. Fee Subsidy and Special Needs Resourcing).

An initial amount of \$1 million dollars from the Child Care and Early Childhood Development Reserve Fund will be allocated to the 2015 Fee Subsidy program in order to ensure Fee Subsidy case loads in London and Middlesex are maintained at 2014 year-end levels, and that gains made in being able to pay Full Market Rate Per Diems are preserved. The Fee Subsidy system will be closely monitored over the year, and this initial allocation may be adjusted over the course of the year.

General Operating Grant allocations to child care providers will be maintained at 2014 year-end levels. Now that General Operating Grant funding for all programs has been increased to at least the General Operating Grant Median Point, the CMSM intends to develop a strategy with respect to the expansion of the licensed child care system and the allocation of General Operating Grants for new or expanded licensed programs.



For 2015 the Ministry of Education has provided funding to the CMSM to develop and implement a Wage Enhancement Grant/ Home Child Care Enhancement Grant for the licensed child care sector. In 2015 the CMSM will continue to collaborate with the child care community to implement this initiative.

The replacement of existing Purchase of Service Agreements with all child care providers with the new Children's Services Funding Agreement will be completed in 2015. The Children's Services Funding Agreement establishes the expectation for child care providers to participate in quality assessment and improvement initiatives; to provide care for special needs children; and to actively participate in child care and early learning networks and professional associations. The CMSM will strengthen the use of these levers to guide and influence the direction of child care in the region.

The CMSM will continue to work through the Quality Child Care Coordinating Committee to develop and implement a sustainable Continuous Early Years Professional Learning Framework to ensure the CMSM's financial investment in the sector is supporting quality services for residents. A Professional Learning Framework was presented to and endorsed by the child care community in January 2015. The CMSM expects that tactical strategies to implement the Professional Learning Framework will be developed and implemented in 2015.

The CMSM will continue to facilitate the development of partnerships between child care providers and other organizations involved in Early Years programs and services, including School Boards, Family Centres and Family Support Programs.

The CMSM will actively monitor the development, review and implementation of legislative and regulatory changes associated with the implementation of the Child Care and Early Years Act. The CMSM will continue to keep the child care community informed of these changes and will help the sector adapt to the new regulations if necessary.

The stringent review of administrative expenses will continue.



# 2015 Child Care Service Delivery Components Funding Allocations

## Funding and Expenditure Overview

Funding for child care comes from the Ministry of Education. In order to access this funding, the CMSM is required to contribute specific amounts. The required CMSM contribution has been held constant since 2013, while the level of provincial funding has increased substantially.

In 2013, the province provided “mitigation funds” to London-Middlesex to offset the impact of a provincial funding reduction. These mitigation funds are held in the Child Care and Early Childhood Development Reserve Fund. At the start of 2015, approximately \$5 million was available (uncommitted) in the Child Care and Early Childhood Development Reserve Fund. In order to maintain Fee Subsidy service levels, the CMSM anticipates drawing up to \$1 million from the Reserve Fund in 2015.

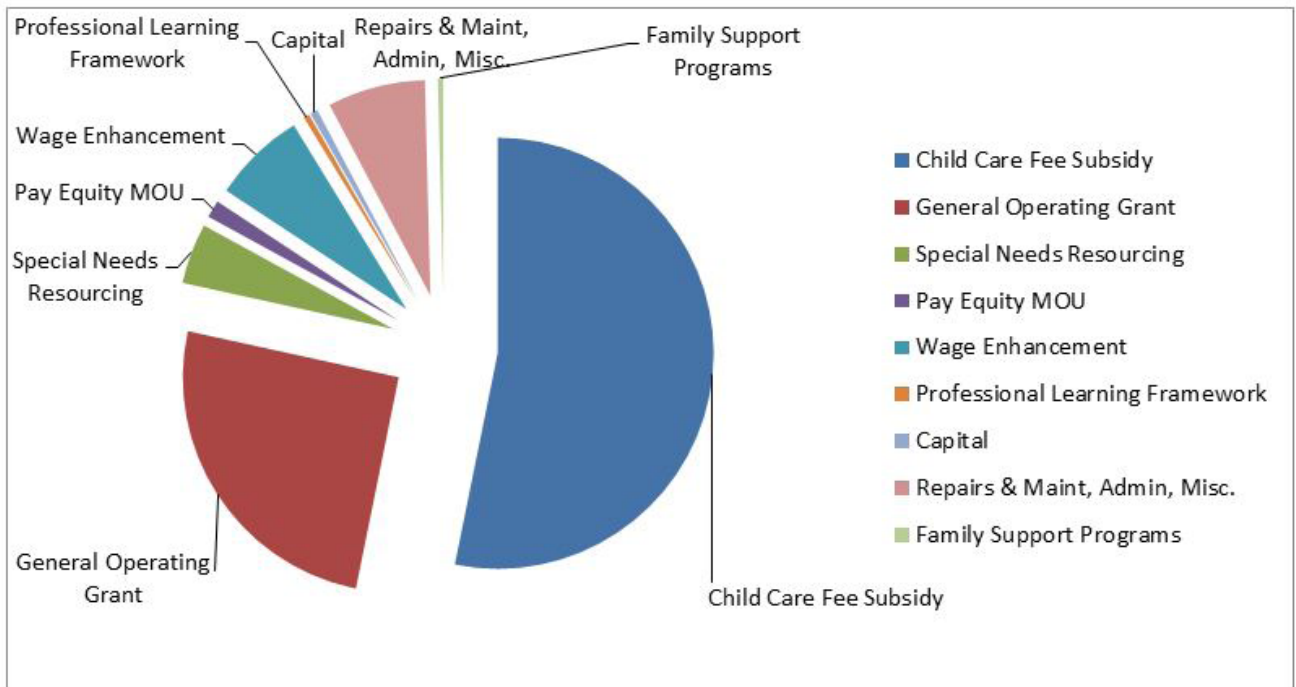
The following table summarizes the anticipated amount and source of child care funding for 2015.

<b><u>Funding by Source</u></b>	
<b><u>Ministry of Education</u></b>	
Child Care Funding	\$ 29,904,931
Family Support Funding	\$ 144,475
Wage Enhancement Funding	<u>\$ 2,770,747</u>
Sub-Total Min. of Education	\$ 32,820,153
<b><u>London-Middlesex CMSM Required Contribution</u></b>	
Child Care Funding	\$ 5,776,279
Family Support Funding	<u>\$ 14,769</u>
Sub-Total London-Middlesex	\$ 5,791,048
CC&ECD Reserve Fund - London-Middlesex	\$ 1,000,000
<b>Total Funding</b>	<b>\$ 39,611,201</b>

Child care expenditures fall into three general categories - Core Service Delivery, Special Purpose Grants, and Capital Grants. In addition, for 2015 the CMSM received funding specific for the Wage Enhancement Grant/Home Child Care Enhancement Grant initiative.

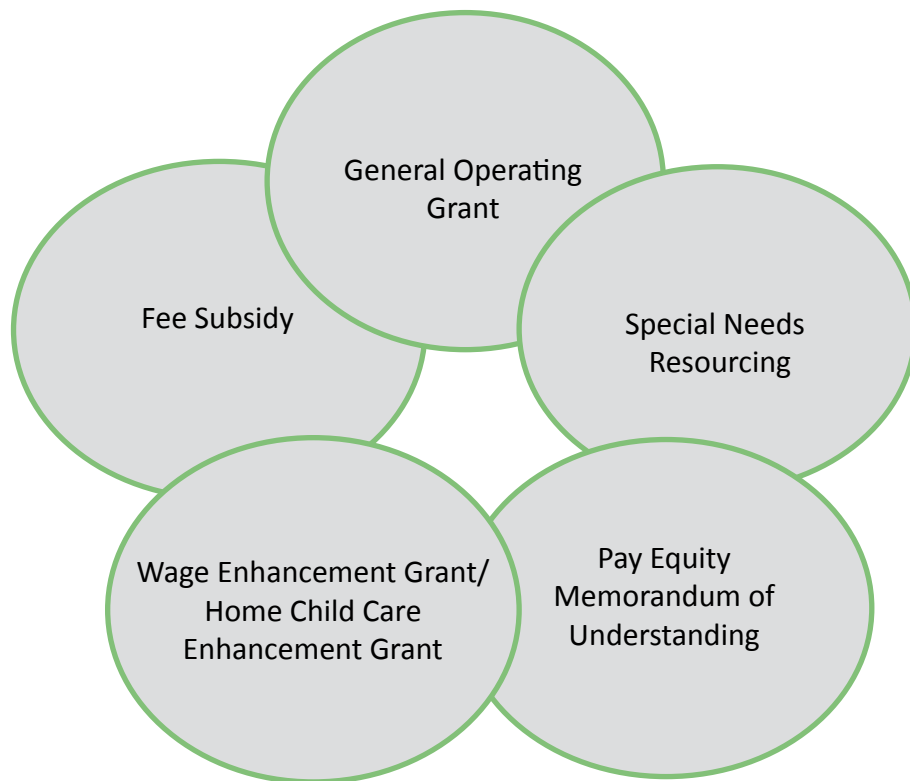
The following table and graph summarizes the anticipated CMSM child care expenditures for 2015.

<b>2015 Child Care Expenditures (Estimated)</b>		
Child Care Fee Subsidy	\$ 21,060,000	53.18%
General Operating Grant	\$ 10,000,000	25.25%
Special Needs Resourcing	\$ 1,795,000	4.53%
Pay Equity MOU	\$ 515,000	1.30%
Wage Enhancement	\$ 2,770,000	6.99%
Professional Learning Framework	\$ 175,000	0.44%
Capital	\$ 225,000	0.57%
Repairs & Maint, Admin, Misc.	\$ 2,900,000	7.32%
Family Support Programs	\$ 160,000	0.40%
<b>Total Expenditures</b>	<b>\$ 39,600,000</b>	



# Core Service Delivery Components

Core Service Delivery consists of the following components:



Allocation strategies for each of these components are discussed below.

## **Fee Subsidy**

Fee Subsidy expenditures are driven by two components:

- The average monthly number of children supported (i.e. Case Load);
- The cost to support each child (i.e. Per Diem).

Case Load - Based on the funding allocations described below, excluding any supplemental funding from any other sources, the Target Average Monthly Case Load for 2015 (combined Child Care and Ontario Works) that can be sustained in London-Middlesex with core EDU funding is estimated at approximately 2,450 to 2,650 children.

In 2014 the CMSM made significant progress in reducing the Wait List for Child Care Fee Subsidy in both the County and the City. Additionally, the CMSM moved to paying the Full Market Rate Per Diem for all age groups and models of care in the City with plans to achieve the same standard in the County beginning in 2015. A key focus throughout 2015 will be to maintain these achievements.

An initial allocation of \$1 million from the Child Care and Early Childhood Development Reserve Fund to support the Child Care Fee Subsidy case load is included in the 2015 Child Care Service Plan, helping to support approximately 150 additional children. This will increase the Target Monthly Case to approximately 2,600 to 2,800 children. The Fee Subsidy system will be closely monitored over the year, and this initial allocation may be adjusted over the course of the year.

### **General Operating Grant**

For 2015, programs will continue to receive the amount of Legacy General Operating Grant that they were eligible to receive at the end of 2014.

In 2014 the General Operating Grant had two components:

1. Legacy General Operating Grant - the amount paid to Programs in 2012; and
2. Incremental General Operating Grant – the amount allocated to increase General Operating Grant Funding to Programs whose funding level in 2013 was below the General Operating Grant Median Point<sup>1</sup>. At the start of 2014, the CMSM allocated funding to close the Incremental General Operating Grant Gap by 15%. By the end of 2014, the CMSM had realized sufficient additional savings resulting from the full implementation of Full Day Kindergarten to bring all eligible Programs up to the General Operating Grant Median Point. Programs that received this additional funding in late 2014 have been advised that the amount has been added to their Legacy General Operating Grant for 2015.

It is recognized that while many child care programs received funding in 2014 to bring their funding up to the General Operating Grant Median Point, there are still many programs that receive funding levels above the General Operating Grant Median Point. The CMSM is committed to working with the child care community to develop a non-disruptive strategy that will continue to move towards the objective of equitable funding for all eligible Programs

### **Special Needs Resourcing**

For 2015 and on, Special Needs Resourcing funding will be increased/decreased by the same percentage rate as any increases/decreases in non-enveloped Ministry of Education funding.

### **Pay Equity Memorandum of Understanding**

In 2013 and 2014 Pay Equity Funding was maintained at 2012 levels. For 2015 and on, Pay Equity Funding will be kept at 2013 levels, unless directed otherwise by the Ministry of Education.

### **Wage Enhancement Funding**

For 2015, the Ministry of Education provided enveloped Wage Enhancement Grant funding to the CMSM to develop and implement a Wage Enhancement/Home Child Care Enhancement Grant program for the licensed child care sector. The Ministry of Education has provided certain high-level criteria and expectations relative to this initiative, but has left it to each CMSM to develop the implementation details, including:

- Application process and protocols
- Funding agreements with eligible operators
- Reporting and audit processes

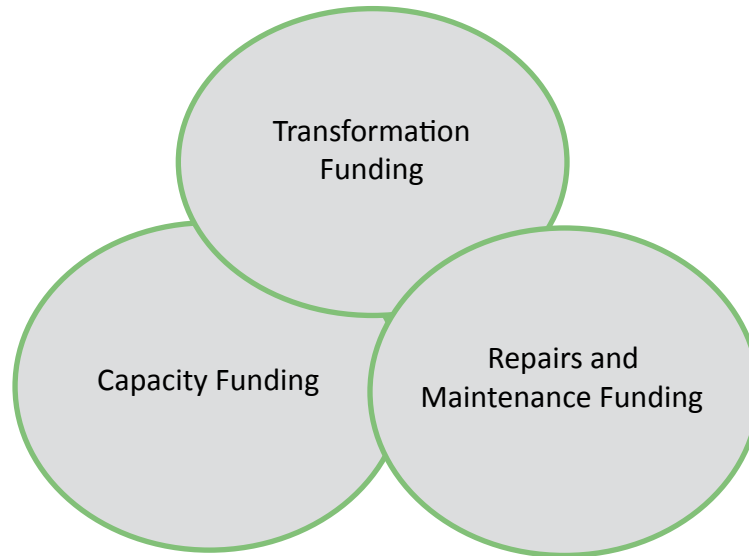
In 2015, the CMSM will continue to collaborate with the child care community to develop and implement this initiative.

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<sup>1</sup> The 2013 General Operating Grant Median Point is the funding level, expressed as a \$/point, that would be in place if the existing funding system was eliminated and replaced with an approach that provided the same level of funding to every Program.

# Special Purpose Funds

Special Purpose Funding consists of the following components:



Allocation strategies for each of these components are discussed below.

## **Capacity Funding**

Capacity Funding is provided by the Ministry of Education for the purpose of assessing and improving quality in the licensed child care sector, and to support professional development and development of overall system capacity.

In January 2015, the child care community endorsed the Professional Learning Framework proposed by the Quality Child Care Coordinating Committee. In 2015, the CMSM will direct 100% of the Capacity Funding allocation to support the implementation of the Professional Learning Framework.

## **Transformation Funding**

Transformation Funding is provided by the Ministry of Education to help sustain the viability of programs affected by the implementation of Full Day Kindergarten.

As all programs are now being affected in some way by Full Day Kindergarten, in 2015 the CMSM intends to include 100% of these funds in the General Operating Grant funding stream, which supports all Programs equitably.



### **Repairs and Maintenance Funding**

Repairs and maintenance Funding is provided by the Ministry of Education to support the maintenance of compliant child care facilities, and to address specific non-compliance issues.

As all Programs are required to maintain their facilities to DNA standards, in 2015 the CMSM plans to include 75% of Repairs and Maintenance Funding in the General Operating Grant funding stream, which supports all Programs equitably. 25% of Repairs and Maintenance Funding will be held in reserve throughout the year to support emergency situations in Programs. If unused in the fiscal year these funds will be reabsorbed into the overall budget.

### **Administrative Expense**

The CMSM is entitled to claim up to 10% of the total EDU allocation as Administrative Expense, with any Administrative Expense incurred above that amount being charged as a 100% Municipal contribution.

In 2015, the CMSM will continue its review of Administrative expense, with the objective that any savings that can be realized will be re-invested into the Fee Subsidy program.



# Capital Grants

Capital Retrofit  
Grants

## Capital Grants

Funding to support Capital Grants to the non-profit child care sector is provided as a semi-enveloped funding allocation (i.e. other funds can be added to increase the allocation, but the Capital allocation cannot be re-allocated to other purposes) within the total Ministry of Education allocation. There is very little flexibility provided to the CMSM with respect to how these funds are managed and provided to the child care sector.

In 2015, the CMSM will continue to follow the specific Capital Funding guidelines provided by the Ministry of Education.



# APPENDIX A - CHILD CARE IN LONDON-MIDDLESEX

## Provincial Funding

In 2013, as a result of the new Child Care Funding Formula, the annual funding allocation to the London–Middlesex CMSM was reduced by approximately \$1.7 million from the 2012 level. To offset the impact of that reduction, the Province provided one-time “Mitigation Funding” to the CMSM of \$6.5 million. The CMSM used these funds to establish the “Child Care and Early Childhood Development Reserve Fund”.

The CMSM has been drawing on the Reserve Fund to supplement the annual Ministry of Education Child Care Allocation. As per the Child Care Service Plan Reserve Funds have been used to maintain and increase the number of children benefiting from Child Care Fee Subsidy.

	<b>Provincial Funding London-Middlesex CMSM</b>		
	<b>Min. of Education Annual Allocation</b>	<b>One-Time Mitigation Funding</b>	<b>Transfer from Mitigation Funding to Annual Budget</b>
2011	\$ 27,924,050		
2012	\$ 28,377,264		
2013	\$ 26,565,043	\$ 6,562,958	\$ 200,000
2014	\$ 28,344,343		
2015	\$ 32,820,153		\$ 1,000,000

## Child Care Fee Subsidy - City of London Only

2013 was a year of transition as the CMSM adjusted to the impact of the new Child Care Funding Formula. Child Care Fee Subsidy Case Loads decreased, and the Child Care Fee Subsidy Wait List<sup>2</sup> increased as the CMSM moved to establish a case load that was financially sustainable for the long term.

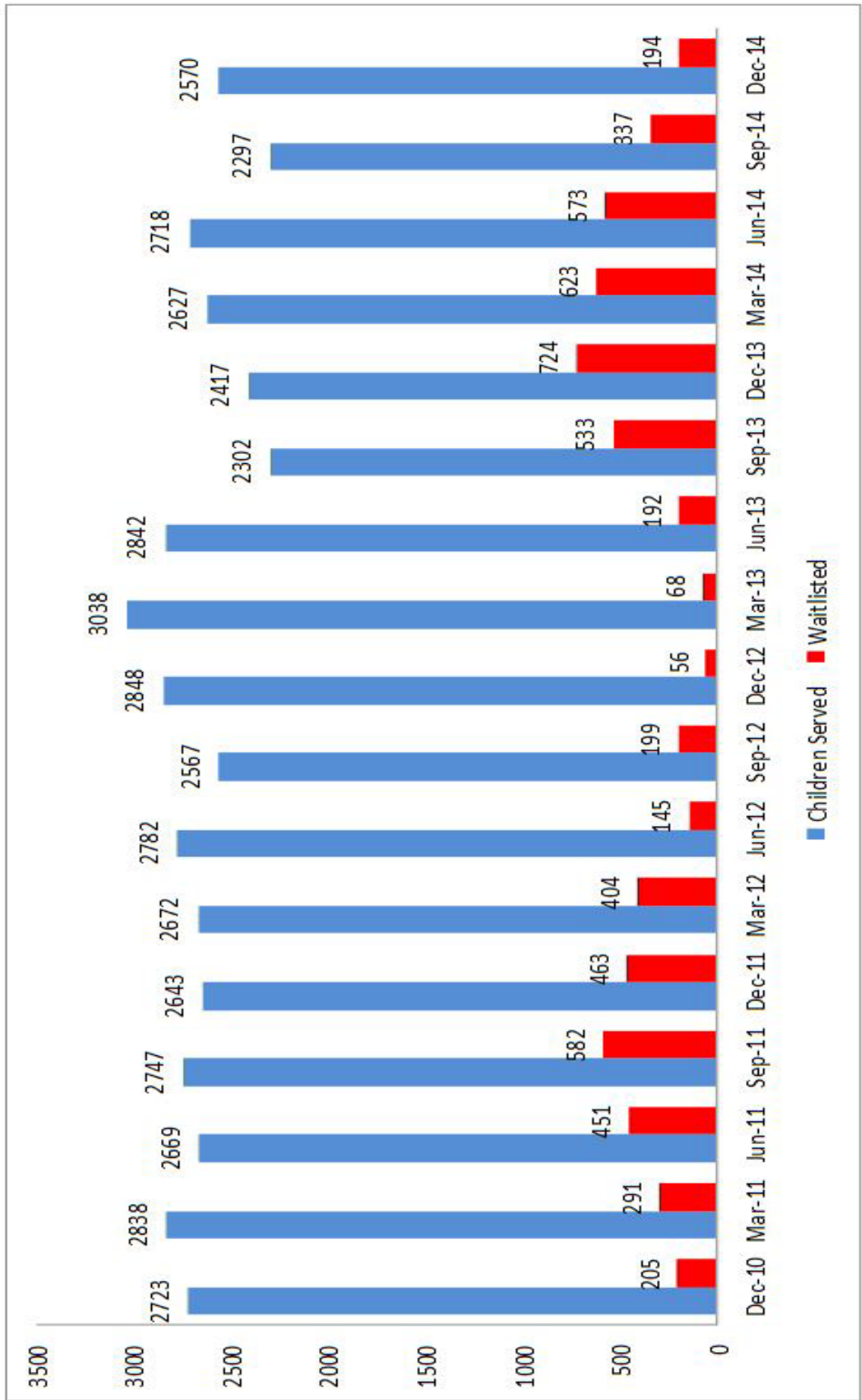
In September 2014, with the full implementation of Full Day Kindergarten, the Child Care Fee Subsidy program finally saw the long anticipated decrease in the number of 4 and 5 year old children requiring Full Day Fee Subsidy. The savings from the decreased demand for Full Day Child Care Fee Subsidy for 4 and 5 year olds were proactively invested in placing children off of the Wait List. Between January and December 2014 the Wait List was reduced from approximately 725 to 194 children.

<b>City of London Fee Subsidy</b>		
<b>Quarterly</b>	<b>Unique Children Serviced or Caseloads</b>	<b># of Children on the Waitlist</b>
<b>Dec-10</b>	<b>2723</b>	<b>205</b>
<b>Mar-11</b>	<b>2838</b>	<b>291</b>
<b>Jun-11</b>	<b>2669</b>	<b>451</b>
<b>Sep-11</b>	<b>2747</b>	<b>582</b>
<b>Dec-11</b>	<b>2643</b>	<b>463</b>
<b>Mar-12</b>	<b>2672</b>	<b>404</b>
<b>Jun-12</b>	<b>2782</b>	<b>145</b>
<b>Sep-12</b>	<b>2567</b>	<b>199</b>
<b>Dec-12</b>	<b>2848</b>	<b>56</b>
<b>Mar-13</b>	<b>3038</b>	<b>68</b>
<b>Jun-13</b>	<b>2842</b>	<b>192</b>
<b>Sep-13</b>	<b>2302</b>	<b>533</b>
<b>Dec-13</b>	<b>2417</b>	<b>724</b>
<b>Mar-14</b>	<b>2627</b>	<b>623</b>
<b>Jun-14</b>	<b>2718</b>	<b>573</b>
<b>Sep-14</b>	<b>2297</b>	<b>337</b>
<b>Dec-14</b>	<b>2570</b>	<b>194</b>

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<sup>2</sup> The Child Care Wait List number includes all children on the wait list who have been deemed eligible and who require care by the end of that month.

# Child Care Fee Subsidy Case Load and Wait List - City of London Only





## Child Care Operators, Openings and Closures - London-Middlesex

The total number of Child Care Operators has remained relatively stable over the past four years. Where Operators have closed, they have been replaced by new Operators, often located in different areas of the CMSM.

<b>Number of Child Care Provider Head Offices in London &amp; Middlesex County</b>	
September 2011	64
September 2012	62
September 2013	59
September 2014	60

Thirteen child care centres in London-Middlesex have closed between September 2011 and September 2014. However, 8 new child care centres have opened.

	<b>City of London &amp; Middlesex County Child Care Licensed Site Closure</b>	<b>City of London &amp; Middlesex County Child Care NEW Licensed Sites</b>
<b>Sept 2011 to Sept 2012</b>	3	3
<b>Sept 2012 to Sept 2013</b>	6	0
<b>Sept 2013 to Sept 2014</b>	4	5
<b>Total Change Sept 2011 to Sept 2014</b>	13	8

## Child Care Licensed Spaces - London-Middlesex

### Centre Based Programs

London-Middlesex has seen a significant increase in the total number of child care spaces between September 2011 and September 2014. Almost all of this increase has been in the Extended Day (before and after school for FDK children) and School Age (before and after school for children 6 to 12 years old).

London-Middlesex has seen a significant decrease in the total number of Preschool spaces as child care operators have changed their license configuration to serve younger children, notably Toddlers. Anecdotal evidence suggests that child care centres located in schools have been more successful in changing their licenses to serve younger children, although there are many successful stories of this change taking place in community based child care programs.

<b>City of London &amp; Middlesex County</b>						
<b># of Licensed Spaces of Fee Subsidy Child Care Providers</b>						
	Infant	Toddler	Preschool	JK/SK	School Age	Total
<b>Sep-11</b>	526	1098	3460	856	3225	9165
<b>Sep-12</b>	520	1130	3482	1070	3496	9698
<b>Sep-13</b>	532	1153	3365	1598	3782	10430
<b>Sep-14</b>	541	1283	3166	2023	3994	11007

<b>City of London &amp; Middlesex County</b>						
<b>CHANGE in # of Licensed Spaces of Fee Subsidy Child Care Providers</b>						
	Infant	Toddler	Preschool	JK/SK	School Age	Total
<b>Sept 2011 to Sept 2012</b>	-6	32	22	214	271	533
<b>Sept 2012 to Sept 2013</b>	12	23	-117	528	286	732
<b>Sept 2013 to Sept 2014</b>	9	130	-199	425	212	577
<b>Total Change Sept 2011 to Sept 2014</b>	15	185	-294	1167	769	1842

**Licensed Private Home Child Care**

Historical data on the number of licensed private home child care spaces is not as accessible as it is for centre-based programs. However, available data indicates a significant decrease in the number of available spaces between 2013 and 2014. The anecdotal evidence is that this is related to the implementation of Full Day Kindergarten.

<b>City of London &amp; Middlesex County Licensed Home Care Sites</b>		
	<b># of Licensed Homes</b>	<b>Maximum Placements = 5 per home</b>
<b>September 2013 Totals</b>	92	460
<b>September 2014 Totals</b>	84	420

## Child Care Reported Occupancy Rates - City of London Only

Occupancy Rates in child care centres in London decreased around the September 2012 period. This is likely related to a combination of the implementation of Full Day Kindergarten or to economic conditions in London. Occupancy Rates have been relatively stable for the past two years.

Licensed Space Occupancy as Reported - City of London Child Care Subsidy Sites					
	Infant	Toddler	PRE/JK/SK	School Age	Totals
March 2012	92.1 %	94.6 %	94.7 %	86.4 %	91.5 %
June 2012	84.6 %	85.8 %	93.9 %	87.7 %	90.1 %
September 2012	88.1 %	84.8 %	84.6 %	81.9 %	83.9 %
December 2012	87.3 %	89.3 %	89.1 %	82.0 %	86.5 %
March 2013	88.6 %	92.0 %	92.5 %	81.6 %	88.4 %
June 2013	80.8 %	82.8 %	89.5 %	82.3 %	85.6 %
September 2013	84.8 %	81.2 %	86.7 %	81.6 %	84.1 %
December 2013	82.0 %	82.6 %	87.9 %	79.4 %	83.9 %
March 2014	87.4 %	85.5 %	89.8 %	80.5 %	85.8 %
June 2014	85.6 %	82.6 %	90.1 %	83.1 %	86.3 %
September 2014	88.1 %	79.1 %	81.4 %	87.2 %	83.6 %

