



To: Community and Operations Services Committee

From: Kevin Alexander, Commissioner,

Community and Operations Services Department

Report Number: CO-25-39

Date of Report: September 10, 2025

Date of Meeting: September 15, 2025

Subject: Improvements to the Summer Playground Program

Ward: All Wards

File: 03-05

1.0 Purpose

The purpose of this Report is to provide an update on the Summer Playground Program operated by the Recreation Services Branch and to seek direction as to the future of the Summer Playground Program.

Attachment 1 is the 2025 Summer Playground Program attendance numbers.

Attachment 2 is the proposed program schedule in 2026 with two (2) staff-recommended options.

2.0 Recommendation

That the Community and Operations Services Committee recommend to City Council:

That the Community and Operations Services Committee select an option as detailed in Section 4.4 of Report CO-25-39 dated September 10, 2025, "Improvements to the Summer Playground Program".

3.0 Input From Other Sources

The following have been consulted in the preparation of this Report:

- Finance Services
- Human Resources
- Legal Services
- Legislative Services
- Other Municipalities, including Ajax, Oakville, Whitby, Markham, London, Cornwall, Mississauga, Collingwood

4.0 Analysis

4.1 Background

For over four (4) decades, the City of Oshawa's Recreation Services Branch has delivered a free, community-based Summer Playground Program across various municipal parks. Originally established to engage children in outdoor play within walking distance of their homes, the program was developed during a period when indoor recreation facilities and structured day camps were limited. Its primary objective was to promote active, supervised play in local neighbourhood parks.

Item: CO-25-39

Page 2

During the 1980s through the 1990s, the program operated in multiple park locations with a single Playground Leader—typically a high school student—facilitating activities for three (3) to four (4) hours per day. At that time, access to washroom facilities was provided through partnerships with the Oshawa Central Council Neighbourhood Association ("O.C.C.N.A.") clubhouses or the "Oshawa Block Parent" program. The program typically ran in sixteen (16) to twenty (20) parks each summer, offering either morning or afternoon sessions. One (1) morning per week was reserved for staff meetings and training. Staff consisted of local youth who walked or biked to their assigned parks.

Participation was informal and inclusive; children could join activities spontaneously without the need for registration, parental consent forms, or waivers. Children could also leave the program at anytime.

Entering the 1990's, increased attention to risk management and staff safety prompted the introduction of new protocols. Staff began working in pairs at each location, and participation became contingent upon the completion of emergency contact forms and waivers signed by a parent or legal guardian. These documents were completed on-site and stored securely in locked equipment bins located in each program location.

In 2023, a preschool playground program was added one (1) day per week in various parks around the City. This program was added to meet the needs of those children who are too young to attend the Summer Playground Program independently. Parents/caregivers are required to stay on site with their children three (3) to five (5) years of age. Playground Leaders lead the children through various themes of active play. This program uses a vehicle to transport staff and equipment to the park location. In 2025, the preschool program expanded to two (2) days per week to offer a wider range of parks visited.

The current Summer Playground Program runs out of sixteen (16) consistent park locations each day, Monday to Friday distributed across all wards. Of these locations, eight (8) locations run each morning from 9:30 to 11:30 a.m. and another eight (8) locations run in the afternoon from 1:00 to 3:00 p.m. The program runs seasonally each summer for seven (7) weeks. Cancellations may occur during inclement weather, extreme heat, air quality warnings or low participation numbers.

4.2 Challenges with the Current Service Delivery Model

As the program has evolved, additional safety and operational concerns have emerged. From a participant safety perspective, staff are now required to carry City-issued cell phones to contact parents or guardians in case of emergencies or early departures. Program duration has been reduced to two (2) hours per session due to several factors, including the lack of washroom facilities, unpredictable weather conditions, and the logistical challenges of staff travelling between park locations.

Item: CO-25-39

Page 3

Staff training has also expanded to address emerging issues such as encounters with individuals exhibiting signs of substance use, wildlife (e.g., coyotes) in park areas, insect bites and stings, tick removal, vandalism of program equipment, and emergency response in unsupervised, outdoor environments lacking the infrastructure and support of indoor facilities.

Additional challenges have arisen due to the demographic profile of staff, who are predominantly high school students aged fourteen (14) to sixteen (16). As the City's population has increased, park locations have become more geographically dispersed, increasing travel distances for staff who often lack access to personal vehicles. This has raised safety concerns among parents of staff regarding their children's travel between sites, particularly when walking or biking is required.

There is also an ongoing challenge pertaining to supervising the children that show up to attend the program in its current drop-in format. There is no limit to the number of children accepted during each visit. Typical attendance in a registered recreation program would be a 1:10 ratio for leader to participant, which would put the playground program maximum at twenty (20) participants (with two (2) staff). At some park locations, there are upwards of thirty (30) children attending daily. The staffing challenge is to determine if an additional staff member is available for deployment and then to try to reallocate them in a timely manner. As the numbers fluctuate day-to-day/week-to-week it is problematic to appropriately assign staff to park locations with the current drop-in model.

A final concern pertains to the handling of emergency contact forms and participant waivers. Prior to 2018, these documents were stored in locked equipment bins in each program location, ensuring immediate access in emergencies. However, this practice raised concerns about the retention, preservation and security of personal information, which is a potential privacy breach. Currently, part-time staff are responsible for transporting these documents and keeping them in their personal possession throughout the day. As new participants may join daily, it is not feasible to maintain master lists for each location.

Furthermore, the current program model does not adhere to M.F.I.P.P.A. requirements for the secure storage of personal information of program participants as staff are required to maintain possession of this information outside of program hours. Staff are unable to access City of Oshawa software or secure drives while in the field, necessitating continued reliance on paper records. With the current model of sixteen (16) different locations daily, it is not feasible to have staff drop off and pick up emergency contact forms to each location multiple times a day.

4.3 Municipal Benchmarking

Other municipalities in Ontario operate similar Playground Programs. Municipalities surveyed noted similar concerns to the ones Oshawa is experiencing. As such, some municipalities have implemented a registration process or put other measures in place to meet operational demands to ensure safety, flexibility and privacy needs are met. Results from the municipal comparison are detailed in Table 1.

Item: CO-25-39

Page 4

Table 1 Current Service Delivery Models of Other Municipalities

Municipality	Number of Locations	Days of the Week	Length of Program	Number of Weeks Offered	Drop-in Program	Cost
Oshawa	16	Monday- Friday	Morning: 2 hours Afternoon: 2 hours	7 Weeks	Drop-in A waiver and emergency contact form is required	Free
Ajax	27	Monday- Friday (no afternoon programs on Friday)	Morning: 3 hours Afternoon: 3 hours	8 Weeks	Drop-in Registration forms required	Free
Collingwood	9	Monday (pm) & Thursdays (am)	Morning: 1.5 hours Afternoon: 1.5 hours	8/9 Weeks	Drop-in and Parent required to stay on-site	Free
Cornwall	10	Monday- Friday	Morning: 3 hours Afternoon: 3 hours	7 Weeks	Registered	Free
London	12	Monday- Thursday half days only	2.75 hours	7 Weeks	Registered	Free
Markham	8	Wednesday	4 hours	8 Weeks	Drop-in unstructured	Free
Mississauga	14	Monday- Friday	Morning: 3 hours Afternoon: 3 hours	8 Weeks	Registered each day of the week ex. Individual registration for 8 Mondays, 8 Tuesdays etc. per park	Free
Oakville	5	Monday- Friday	Morning: 3 hours	7 Weeks	Registered	Charge for membership \$39.69,

Municipality	Number of Locations	Days of the Week	Length of Program	Number of Weeks Offered	Registered or Drop-in Program	Cost
			Afternoon: 3 hours			membership required to registered for programs
Whitby	8	Monday- Friday	Morning: 3 hours Afternoon: 3 hours	8 Weeks	Registered	Free-limit of 2 weeks per summer

Item: CO-25-39

Page 5

4.4 Program Options for Consideration

Two (2) options are being proposed for Committee's consideration.

Both options include the requirement for a child to register for the program to be able to attend. This will allow staff to properly prepare in advance for the program and will ensure the collection of personal and contact information. It will allow staff to identify busy parks earlier and to adjust staffing requirements in advance to ensure the staff and participant ratio is not exceeded. Staff would also have email contact information for parents and guardians to advise when program cancellations take place, such as inclement weather or extreme heat, prior to arriving at the park location.

Additionally, both Option 1 and Option 2 include the transition to a vehicle delivery service model which will allow staff to have protection between locations and to travel together. Additionally, use of vehicles allow for more equipment to be transported to the parks instead of relying on the equipment bins currently stored in the parks that are subject to vandalism. The vehicles also allow for shelter during inclement weather that the staff have not had access to in the past when placed in the park without shelter. Staff using vehicles also allows for further distance for staff to be able to travel when trying to reach new parks that may have new neighbourhoods with many children who would like to participate. This model of operation was successfully implemented for the Preschool Playground Program.

These options will eliminate the need for part-time staff to keep the personal information regarding program participants in their possession outside of the program time and will allow the program to comply with the requirements of *The Municipal Freedom of Information and Protection of Privacy Act* ("M.F.I.P.P.A.").

A comparison of the proposed options are outlined in Table 2.

Table 2 Summary of Proposed Options for Program Improvements

Option	Program Duration at each park visited	Number of Parks visited each day	Number of different Parks visited per week	Number of different Parks visited per summer	Increased Distribution of Park Locations	Employee Safety Improvements	Program Registration Required
Option 1	2 hours	6 (3 in the a.m. and 3 in the p.m.)	8	23	Yes	Yes	Yes
Option 2	1.5 hours	9 (3 in the a.m., 3 over the noon hour, and 3 in p.m.)	23	53	Yes	Yes	Yes

Item: CO-25-39

Page 6

4.4.1 Option 1 : Vehicle Outreach Model with Broader Community Reach, maintaining the Current Program Duration with Less Daily Park Visits

Option 1, would allow staff to utilize a vehicle delivery service model providing safety for staff traveling between locations and the ability to travel together. The Summer Playground Program currently utilizes three (3) vehicles so there are no budget impacts with this approach. Additionally, there are sponsorship opportunities such as the donation by Midway Nissan in Summer of 2023 and 2025 of two (2) vehicles for the playground program. Option 1 also allows for the secure storage of program participant information in a recreation facility outside of program hours as staff would begin and end their workday at a recreation facility.

The program would:

- operate in six (6) park locations per day, with three (3) locations in the morning and three (3) locations in the afternoon;
- operate for two (2) hours at each park location;
- visit a total of eight (8) different park locations per week;
- visit a total of twenty-three (23) different park locations per summer;
- operate for seven (7) weeks of the summer;
- require participants to register in advance for the program to ensure staff to participant ratios are adhered to thus creating a safe and adequately supervised play experience;
- provide staff with participant lists, participant information and emergency contact information;
- park locations with high attendance would continue to receive regular visits of up to three (3) times per week;
- each ward would benefit from between two (2) to four (4) locations visited weekly, depending on the week and the popularity of specific locations.

Report to Community and Operations Services Committee Meeting Date: September 15, 2025

Program Improvements:

Expansion of preschool aged program – program would operate in fourteen (14) park locations.

Item: CO-25-39

Page 7

- Enhanced Participant Safety the requirement to register in advance for the program will ensure staff to participant ratios are adhered to thus creating a safe and adequately supervised play experience.
- Enhanced Staff Safety staff would travel in a vehicle together and would be able to seek shelter in the vehicle during inclement weather.
- Minimizing risks of privacy breaches and ensuring compliance with the M.F.I.P.P.A. for the protection of personal information of program participants in a recreation facility outside of program hours.
- Improved Customer Service and Communication Staff will be able to contact participants in advance to inform them of program cancellations, whenever possible.
- Improved Program Distribution and Accessibility Access to vehicles would enable
 a broader distribution of park visits throughout each ward, increase access to the
 program to more children in Oshawa, as well as service walk to communities such
 as new developments for parks in areas previously not considered due to distance
 travelled for arrival times throughout all wards.
- Enhanced Program Equipment Staff will be able to transport specialized equipment to park locations in a vehicle.

Negative Impact to Current Service Delivery:

• Reduction of ten (10) parks visited per day.

If Option 1 is selected, the Community and Operations Services Committee should move the following recommendation:

That the Community and Operations Services Committee recommend to City Council:

"That based on Report CO-25-39, dated September 10, 2025, concerning Improvements to the Summer Playground Program:

- 1. Each participant be required to complete a program registration form; and,
- 2. That staff transition to a vehicle service delivery model that will visit eight (8) different park locations a week, resulting in twenty-three (23) park locations visited over the summer for two (2) hours in either the morning or afternoon".

4.4.2 Option 2: Vehicle Outreach Model- Broader Community Reach with a Reduction to the Program Duration and Daily Number of Park visits

Option 2 presents a similar delivery model, with the primary difference being a reduction in program duration to one and a half (1.5) hours to allow three (3) different program times per day.

The program would:

• operate in nine (9) park locations per day, with three (3) locations in the morning, three (3) locations over the noon hour and three (3) locations in the afternoon;

Report to Community and Operations Services Committee Meeting Date: September 15, 2025

- operate for one and a half (1.5) hours at each park location;
- visit a total of twenty-three (23) different park locations per week;
- visit a total of fifty-three (53) different park locations per summer;
- operate for seven (7) weeks of the summer;
- park locations with high attendance would continue to receive regular visits of up to three (3) times per week;

Item: CO-25-39

Page 8

- each ward would benefit from up to eight (8) different park locations weekly;
- require participants to register in advance for the program to ensure staff to participant ratios are adhered to thus creating a safe and adequately supervised play experience;
- provide staff with participant lists, participant information and emergency contact information.

Program Improvements:

- Expansion of preschool aged program program would operate in fourteen (14) park locations.
- Enhanced Participant Safety the requirement to register in advance for the program will ensure staff to participant ratios are adhered to thus creating a safe and adequately supervised play experience.
- Enhanced Staff Safety staff would travel in a vehicle together and would be able to seek shelter in the vehicle during inclement weather.
- Minimizing risks of privacy breaches and ensuring compliance with M.F.I.P.P.A. for the protection of personal information of program participants in a recreation facility outside of program hours.
- Improved Customer Service and Communication Staff will be able to contact participants in advance to inform them of program cancellations, whenever possible.
- Improved Program Distribution and Accessibility Access to vehicles would enable
 a broader distribution of park visits throughout each ward, increase access to the
 program to more children in Oshawa, as well as service walk to communities such
 as new developments for parks in areas previously not considered due to distance
 travelled for arrival times throughout all wards.
- Enhanced Program Equipment Staff will be able to transport specialized equipment to park locations in a vehicle.

Negative Impact to Current Service Delivery:

Reduction of seven (7) parks visited per day.

If Option 2 is selected, the Community and Operations Services Committee should move the following recommendation:

That the Community and Operations Services Committee recommend to City Council:

"That based on Report CO-25-39, dated September 10, 2025, concerning Improvements to the Summer Playground Program:

1. Each participant be required to complete a program registration form; and,

Report to Community and Operations Services Committee Meeting Date: September 15, 2025

2. That staff transition to a vehicle service delivery model that will visit nine (9) park locations daily, twenty-three (23) parks per week and fifty-three (53) parks over the duration of the summer for one and a half (1.5) hours in either the morning, noon hour or afternoon".

Item: CO-25-39

Page 9

5.0 Financial Implications

There are no financial implications resulting from the recommendations contained in the report.

6.0 Relationship to the Oshawa Strategic Plan

This report responds to the Oshawa Strategic Plan Priority Area "Lead: Governance and Service Excellence" with the goal to expand, embed, and modernize customer centric service delivery.

Stacey Gray-McQuat, Director,

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Recreation Services,

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Community and Operations Services Department

Kevin Alexander, Commissioner,

Community and Operations Services Department

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