



Regional District of Central Kootenay
NELSON AND DISTRICT RECREATION COMMISSION NO.5
Open Meeting Agenda

Date: Wednesday, August 26, 2026
Time: 9:00 am
Location: RDCK Board Room, 202 Lakeside Dr., Nelson, BC

Directors will have the opportunity to participate in the meeting electronically. Proceedings are open to the public.

Pages

1. ZOOM REMOTE MEETING INFO

To promote openness, transparency and provide accessibility to the public we provide the ability to attend all RDCK meetings in-person or remote (hybrid model).

Meeting Time:

9:00a.m PDT

Join by Video:

<https://rdck-bc-ca.zoom.us/j/93923376035?pwd=SbdN4XYaSSFgDMcjdqhz1DQNPS5zOb.1>

Join by Phone:

833 958 1164 Canada Toll-free

*6 to unmute or mute

*9 to raise or lower your hand

Meeting ID: 939 2337 6035

Meeting Passcode: 765602

In-Person Location: RDCK Board Room - 202 Lakeside Drive, Nelson, B.C.

2. CALL TO ORDER

Chair Page called the meeting to order at [Time] a.m.

3. TRADITIONAL LANDS ACKNOWLEDGEMENT STATEMENT

We acknowledge and respect the Indigenous peoples within whose traditional lands we are meeting today.

4. ADOPTION OF AGENDA

RECOMMENDATION:

The Agenda for the August 26, 2026 Nelson and District Recreation Commission No. 5 meeting, be adopted as circulated.

5. RECEIPT OF MINUTES

4 - 9

The July 29, 2026 Nelson & District Recreation Commission No. 5 minutes, have been received.

6. DELEGATE

6.1 Nelson Minor Hockey

A representative, from Nelson Minor Hockey will present their request of a review of the Ice Allocation decision to the Commission.

7. STAFF REPORTS

7.1 Nelson & District Community Complex Ice Allocation

10 - 31

The e-mail dated August 13, 2026 from Phil Rees, President of the Nelson Hockey Association has been received, and further,

The Commission Report dated August 26, 2026 from Craig Stanley, Regional Manager of Operations & Asset Management, re: Nelson & District Community Complex Ice Allocation , has been received.

RECOMMENDATION:

That the ice allocation for Nelson Minor Hockey as determined for the 2026/2027 hockey season remain unchanged; And Further, That the Board direct staff to review Recreation Allocation Policy No. 500-01-09 and the accompanying allocation procedures and report back to the first All-Recreation Meeting in 2027 with recommendations for amendment.

7.2 Nelson & District Community Complex Liquor License

32 - 33

The Commission Report dated August 26, 2026 from Craig Stanley, Regional Manager of Operations & Asset Management, re: Nelson & District Community Complex Liquor License, has been received.

8. CORRESPONDENCE

8.1 Indoor Recreation Access during Smoke Events

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E-mail dated August 12, 2026 from Marta Abel, resident of Nelson, B.C., has been received.

9. PUBLIC TIME

The Chair will call for questions from the public and members of the media at _____ a.m./p.m.

10. NEXT MEETING

The next Nelson & District Recreation Commission No. 5 meeting is scheduled for September 29, 2026 at 9:00a.m.

11. ADJOURNMENT

RECOMMENDATION:

The Nelson & District Recreation Commission No. 5 meeting be adjourned at [Time].



REGIONAL DISTRICT OF CENTRAL KOOTENAY

NELSON & DISTRICT RECREATION COMMISSION NO. 5 OPEN MEETING MINUTES

9:00a.m.

July 29, 2026

To promote openness, transparency and provide accessibility to the public we provide the ability to attend all RDCK meetings in-person or remote (hybrid model).

COMMISSION/COMMITTEE MEMBERS

Commissioner K. Page	City of Nelson- Chair
Commissioner K. Tait	City of Nelson
Commissioner J. Morrison	City of Nelson
Commissioner C. Graham	Area E
Commissioner T. Newell	Electoral Area F

STAFF

Trisha Davison	General Manager of Community Services
Craig Stanley	Regional Manager of Operations and Asset Management
Tia Wayling	Regional Programming Manager
Anne Gillender	Nelson & District Community Complex Facility Manager
Alana Jenkins	Meeting Coordinator

5 out of 5 voting Commission members were present – quorum was met.

1. CALL TO ORDER

Chair Page called the meeting to order at 9:01 a.m.

2. TRADITIONAL LANDS ACKNOWLEDGEMENT STATEMENT

We acknowledge and respect the Indigenous peoples within whose traditional lands we are meeting today.

3. ADOPTION OF AGENDA

MOVED and seconded,
AND Resolved:

The Agenda for the July 29, 2026 Nelson & District Recreation Commission No. 5 meeting, be adopted be adopted as amended, with Staff Reports 6.1 and 6.2 reordered to follow Staff Report 6.6.

Carried

4. RECEIPT OF MINUTES

The May 27, 2026 Nelson & District Recreation Commission No. 5 minutes, have been received.

5. DELEGATE

There are no Delegates scheduled for this Commission meeting.

6. STAFF REPORTS

6.3 Recreation Campus Capital Funding Service: Process & Impact

The Commission Report dated July 29, 2026 from Anne Gillender, Nelson & District Community Complex Facility Manager re: City of Nelson Mobi-Mat Agreement has been received.

Key discussion points included:

- An overview of the agreement
- Clarification that the City of Nelson owns the equipment and is responsible for maintenance and replacement costs.
- The potential for more sports equipment to be made available to the public from the Paddle Rental Centre.

MOVED and seconded,
AND Resolved:

That the RDCK Board approve renewing the Municipal Service Agreement with the City of Nelson for the Mobi-Wheelchair services, for an additional three (3) years starting on May 1, 2026 and ending on April 30, 2029,

AND FURTHER, that the Board Chair and Corporate Officer be authorized to execute the agreement.

Carried

6.4 Nelson & District Community Complex Parking Limit Extension

The Commission Report dated July 29, 2026 from Anne Gillender, Nelson & District Community Complex Facility Manager re: Nelson & District Community Complex Parking Limit Extension has been received.

Key discussion points included:

- The feedback received by staff that informed the recommendation.
- Balancing adequate parking time for arena users with preventing all-day parking by non-users.
- Considering staff discretion to extend the parking limit for four hours.

MOVED and seconded,
AND Resolved:

That the RDCK Board authorize staff to work with the City of Nelson to increase the maximum parking lot time limits at the Nelson and District Community Complex from two hours to three

hours.

Carried

6.5 Nelson Leafs Facility Use Agreement

The Commission Report dated July 29, 2026 from Craig Stanley, Regional Manager of Operations and Asset Management re: Nelson Leafs Facility Use Agreement has been received.

Key discussion points included:

- Background on discussions to date.
- Potential cost and operational implications of extending the ice season if the Nelson Leafs advance to the playoffs.
- The current ice fees and charges schedule.
- The request for pool & fitness centre active passes for Nelson Leafs players.
- Advertising opportunities.
- An update on the Nelson Leafs dressing room upgrade request.
- Clarification of liquor sales vs concession sales and their respective locations.
- Suggestions for alternate parking options.

MOVED and seconded,

AND Resolved and recommended to the Board:

That the Board authorize staff to negotiate and enter into a long-term Facility Use Agreement with the Nelson Leafs Hockey Society for use of the Nelson and District Community Complex for three (3) years, from August 1, 2026 to July 31, 2029, with the option to renew for two (2) additional one-year terms;

AND FURTHER, that the Board Chair and Corporate office be authorized to sign the agreement upon successful negotiations.

Carried

6.6 Nelson & District Community Complex Concession Agreement

The Commission Report dated July 29, 2026 from Craig Stanley, Regional Manager of Operations and Asset Management re: Nelson & District Community Complex Concession Agreement has been received.

Key discussion points included:

- An overview of the responses received, and the criteria used to develop the recommendation.
- Concession operating hours.
- The experience and local ties of the potential operators.
- The request for proposals (RFP) process.
- The RDCK procurement policy.
- Past challenges in operating the concession.
- Potential measures of concession success.

MOVED and seconded,

AND Resolved and recommended to the Board:

That the Board approve the RDCK enter into a one-year concession services agreement at the Nelson and District Community Complex with GSL Group commencing on September 1, 2026 and ending on August 31, 2027, with the option to extend for two one-year periods, and that the Board Chair and Corporate Officer be authorized to execute the agreement.

Carried

MEMBER ABSENT: Commissioner Newell left the meeting at 10:42 a.m.

**RECESS/
RECONVENE** The meeting recessed at 10:42 a.m. for a break and reconvened at 10:50 a.m.

6.1 Nelson & District Quarterly Programming Report

The Commission Report dated July 29, 2026 from Tia Wayling, Regional Programming Manager re: Nelson & District Quarterly Programming, has been received.

Key discussion points included:

- The success of theme recreation programming, significant attendance gains.
- User fee and facility rental trends.
- The possibility of opening the skate rental shop for ice rentals from the public for an additional fee.

6.2 Quarterly Operations Report

The Commission Report dated July 29, 2026 from Anne Gillender, Nelson & District Community Complex Facility Manager re: Quarterly Operations Report, has been received.

MEMBER ABSENT: Commissioner Tait left the meeting at 11:00 a.m.

7. OLD BUSINESS

7.1 Recreation Campus Capital Funding Service: Process and Impact

Deferred from May 27, 2026 Nelson & District Recreation Commission meeting:

The Commission Report dated May 27, 2026 from Trisha Davison, General Manager of Community Services, re: Recreation Campus Capital Funding Service: Process and Impact, has been received.

MOVED and seconded,
AND Resolved:

That the Commission direct staff to defer item 7.1 Recreation Campus Capital Funding Service: Process & Impact to a future Recreation Commission No. 5 meeting.

Carried

8. CORRESPONDENCE

8.1 School District No. 8 Kootenay Lake

The email dated July 28, 2026 from School District No. 8 Kootenay Lake regarding the introduction of an online Community Use Booking system has been received.

Key discussion points included:

- Previous efforts to improve public access to various school recreational facilities.
- Potential RDCK use of the online Community Use Booking System.
- Inviting School District No. 8 to be a delegate at a future Commission meeting.
- The value of reviewing data from the system in the future to determine if public access to school facilities has increased.

9. PUBLIC TIME

The Chair called for questions from the public and members of the media at 11:13 a.m.

10. NEXT MEETING

The next Nelson & District Recreation Commission No. 5 meeting is scheduled for August 26, 2026 at 9:00 a.m.

11. ADJOURNMENT

MOVED and seconded,
AND Resolved:

The Nelson & District Recreation Commission meeting be adjourned at 11:13 a.m.

Carried

Digitally Approved

Keith Page, Chair

RECOMMENDATION(S) TO THE BOARD OF DIRECTORS

1. *That the Board approve renewing the Municipal Service Agreement with the City of Nelson for the Mobi-Wheelchair services, for an additional three (3) years starting on May 1, 2026 and ending on April 30, 2029, AND FURTHER, that the Board Chair and Corporate Officer be authorized to execute the agreement.*
2. *That the Board authorize staff to work with the City of Nelson to increase the maximum parking lot time limits at the Nelson and District Community Complex from two hours to three hours.*
3. *That the Board authorize staff to negotiate and enter into a long-term Facility Use Agreement with the Nelson Leafs Hockey Society for use of the Nelson and District Community Complex for three (3) years, from August 1, 2026 to July 31, 2029, with the option to renew for two (2) additional one-year terms;*

AND FURTHER, that the Board Chair and Corporate office be authorized to sign the agreement upon successful negotiations.

- 4. That the Board approve the RDCK enter into a one-year concession services agreement at the Nelson and District Community Complex with GSL Group commencing on September 1, 2026 and ending on August 31, 2027, with the option to extend for two one-year periods, and that the Board Chair and Corporate Officer be authorized to execute the agreement.*

THE FOLLOWING ITEMS ARE PROVIDED FOR CONVENIENCE ONLY AND WILL BE CONSIDERED AT ITS APPROPRIATE MEETING AS STATED.

Future Nelson & District Recreation Commission No. 5 Meetings

- 1. That the Commission direct staff to defer item 7.1 Recreation Campus Capital Funding Service: Process & Impact to a future Recreation Commission No. 5 meeting.*
- 2. Request to invite School District No. 8 to a future Nelson & District Recreation Commission No.5 meeting.*

From: Phil Rees <president@nelsonmha.ca>
Sent: Thursday, August 13, 2026 11:41 AM
To: Keith Page <KPage@rdck.bc.ca>
Cc: ktait@nelson.ca <ktait@nelson.ca>; mayormorrison@nelson.ca <mayormorrison@nelson.ca>; Cheryl Graham <CGraham@rdck.bc.ca>; Tom Newell <TNewell@rdck.bc.ca>; Trisha Davison <TDavison@rdck.bc.ca>; Vice President (NMHA) <vice.president@nelsonmha.ca>; VP - Player Development (NMHA) <vpplayerdevelopment@nelsonmha.ca>; Secretary (NMHA) <secretary@nelsonmha.ca>
Subject: Formal Request for Recreation Commission No. 5 Review – NMHA 2026–27 Ice Allocation

Dear Recreation Commission No. 5 Directors,

I am writing on behalf of the Nelson Minor Hockey Association Board regarding our 2026–27 ice allocation and to formally request that Recreation Commission No. 5 review the allocation decision.

We have attempted to resolve this matter through RDCK staff and appreciate the time that has been spent responding to our concerns. However, information that has subsequently come to our attention has raised significant concerns for our Board regarding whether the allocation process followed RDCK Community Services Recreation Allocation Policy No. 500-01-09.

This is extremely important to NMHA. While we acknowledge that the RDCK has advised us that NMHA received the overall amount of ice requested — and in fact more total hours than requested — a significant portion of that allocation consists of early-morning ice throughout the week, with start times as early as 6:00 a.m.

At the same time, NMHA had a long-standing Tuesday evening ice time removed from our allocation.

Our concern is therefore not simply the total number of hours appearing on our schedule. It is whether those hours are provided at times that are reasonably accessible and appropriate for the youth participants they are intended to serve.

We do not believe that replacing an established evening youth ice time with additional 6:00 a.m. ice throughout the week can reasonably be viewed as an equivalent allocation simply

because the total number of hours is equal to, or greater than, what NMHA requested. Prior to the allocation being finalized, NMHA specifically informed the RDCK that our association serves players who travel to Nelson from Nakusp, Kaslo and Castlegar, all of which are communities within the RDCK. We explained that because of these travel requirements, early-morning ice would not be reasonably accessible for a significant portion of our membership.

For a 6:00 a.m. practice, some of these families would be required to leave their communities extremely early in the morning, travel to Nelson during winter conditions, allow sufficient time for players to dress and prepare, participate in the practice, and then have those children attend a full day of school afterward. In practical terms, although these early-morning hours appear on NMHA's total allocation, they are not equivalent to appropriately scheduled hours of youth ice. This distinction is particularly important because Policy No. 500-01-09 specifically identifies "suitability and appropriateness to time of day (youth and adult)" as a criterion in the allocation process.

Our concern is therefore not that NMHA simply received less desirable ice than requested. It is that a long-standing evening time was removed, replaced in part by early-morning ice beginning at 6:00 a.m. throughout the week, and those additional morning hours were then used to support the position that NMHA had received more ice than it requested. In our view, the total quantity of allocated hours cannot be considered in isolation from whether those hours are realistically usable by the youth population they are intended to serve.

Policy No. 500-01-09 states:

"The method of determining justified need and distribution of available hours will be determined through RDCK staff evaluation based on a scoring matrix..."

The policy identifies criteria that form part of that evaluation, including:

- Standards of play through Provincial/National governing bodies;
- Seasonal commitment;
- Program requirements;
- Total capacity for use;
- Suitability and appropriateness to time of day (youth and adult);
- Historical booking;

- Eligibility; and
- Allocation priority.

The policy also establishes Youth Non-Profit Community Groups Regular Use as Priority 3, while Adult Non-Profit Community Groups Regular Use is Priority 6. The policy further recognizes the greater public value associated with serving youth when determining allocation priority.

Information Received Regarding the Allocation Process

During our efforts to understand the decision, NMHA received correspondence that appears to have been intended as an internal communication. We recognize that this email was likely sent to us inadvertently, and we do not raise it lightly. However, given the seriousness of this issue for our association and the fact that it speaks directly to how our allocation was determined, our Board cannot disregard its contents.

The correspondence states:

“As for matrix no we did not do it, I can but it will show the youth group will trump the men.”

It also states:

“The one question I think they are asking is who got their Tuesday slot which we gave them the hour in the morning, and ultimately they lost it because the adult group bumped the Crusaders.”

These statements are concerning to our Board for two reasons.

First, they appear to confirm that the scoring matrix specifically contemplated under Policy No. 500-01-09 was not completed when the allocation decision was made.

Second, the correspondence appears to acknowledge that applying the matrix would favour the youth group over the adult group. This appears consistent with the allocation priorities established in the RDCK policy.

This information is difficult for our Board to reconcile with the explanation subsequently provided to NMHA that our allocation had been reviewed and that consideration was given to historical utilization, facility capacity, competing requests and balancing overall community access.

Residency and Regional Community Benefit

There is an additional policy consideration that we believe warrants review by the Commission.

Policy No. 500-01-09 requires community organizations to provide registration information that includes participants' area of residence. The policy also identifies registration numbers, team rosters and residency factors as matters considered through the monitoring and review process.

This is particularly relevant to NMHA.

Our association serves youth not only from Nelson but from communities throughout the RDCK. As noted above, we specifically advised RDCK staff that players travel to Nelson from Nakusp, Kaslo and Castlegar and that this regional participation was one of the reasons 6:00 a.m. ice throughout the week would not reasonably work for our membership. NMHA also understands that a significant portion of the participants associated with another user group affected by this reallocation may reside outside the RDCK. Rather than make assumptions regarding another organization's membership, we believe the appropriate approach is for the Commission to review the residency information provided by the affected user groups and determine how residency factors and regional community benefits were considered during the allocation process.

If RDCK residency is information the policy requires organizations to provide and subsequently identifies as a factor to be monitored and reviewed, we believe it is reasonable to understand how that information influenced this allocation decision. This is especially important where an allocation affecting youth from multiple RDCK communities has resulted in those youth being offered 6:00 a.m. ice while other competing users may have materially different residency profiles.

NMHA's Position

We fully recognize that staff face a difficult task allocating limited ice among many deserving community organizations. NMHA is not asking to receive preferential treatment, nor are we suggesting that historical use gives our association permanent ownership of any particular ice time.

We are asking that the RDCK's adopted allocation policy be applied consistently and transparently to all user groups.

We are particularly concerned that NMHA appears to have been the only existing user group whose historical ice was affected in this manner. We have subsequently been advised that other historical groups maintained the same number of hours, with one group receiving an additional 30 minutes.

We also want to be clear that NMHA acknowledges the RDCK's position that our total allocated hours meet or exceed what we requested. However, the quantity of allocated ice does not, by itself, determine whether that ice is reasonably usable for youth programming.

A 6:00 a.m. hour allocated to an organization serving children travelling from communities such as Nakusp, Kaslo and Castlegar is fundamentally different from an evening hour that those same children can reasonably attend.

Adding early-morning hours throughout the week may increase the total number of hours shown on NMHA's schedule, but it does not necessarily increase the amount of usable and age-appropriate youth ice available to the association.

This distinction is especially important when the RDCK's own policy expressly requires consideration of the suitability and appropriateness of the time of day for youth and adult users.

At its meeting on August 11, the NMHA Board discussed this matter and determined that we have an obligation to our membership to bring these concerns before Recreation Commission No. 5.

Request to the Commission

We respectfully request that the Commission:

1. Review the 2026–27 ice allocation affecting NMHA and the circumstances surrounding the removal of our long-standing Tuesday evening ice time.
2. Determine whether the allocation process complied with Policy No. 500-01-09, including the policy's requirement for staff evaluation based on a scoring matrix.
3. Request that the prescribed scoring matrix be completed using the information and circumstances that existed when the original allocation decision was made and be provided to the Commission and affected user groups.

4. Review whether the allocation priorities established under the policy were appropriately applied, particularly where youth and adult community groups were competing for available ice.
5. Review whether the early-morning ice allocated to NMHA throughout the week, including 6:00 a.m. start times, appropriately satisfies the policy criterion concerning suitability and appropriateness of time of day for youth, particularly given that NMHA specifically advised the RDCK that players travel from Nakusp, Kaslo, Castlegar and other communities within the Regional District.
6. Review whether additional early-morning hours should reasonably be treated as equivalent replacement ice when assessing NMHA's total allocation, particularly where a long-standing evening time has been removed.
7. Review the registration and residency information provided by the affected user groups and determine how residency factors and the resulting benefit to RDCK residents were considered in the allocation decision.
8. Review why NMHA's long-standing Tuesday evening allocation was changed while other existing user groups maintained their historical hours.
9. Reconsider the disputed allocation if the Commission determines that the process used did not comply with Policy No. 500-01-09.

NMHA values its relationship with the RDCK and recognizes the considerable work involved in operating our community recreation facilities. We are approaching the Commission because the consequences of this decision for our programming are substantial and because the information now available to us raises legitimate questions about whether the adopted allocation process was followed.

Ultimately, this is not about NMHA receiving special treatment. It is about ensuring that a publicly adopted policy designed to provide fair and equitable access to public recreation facilities is applied consistently to all organizations, that the regional residents who fund and rely upon these facilities are appropriately considered, and that ice allocated to youth programming is provided at times when those youth can reasonably access it.

Given the time-sensitive nature of this matter and the significant impact this allocation will have on NMHA's upcoming season, we respectfully request that this matter be included on the agenda for the August 26, 2026 Recreation Commission No. 5 meeting. NMHA representatives would welcome the opportunity to attend and present our concerns directly to the Commission.

We would welcome the opportunity to work with the Commission and RDCK staff toward a solution that respects the needs of the broader recreation community while remaining consistent with the principles and allocation process established in the RDCK's own policy.

Thank you for your consideration.

Kind regards,

Philip Rees

President,

On behalf of the NHHA Board

Nelson Minor Hockey Association

president@nelsonmha.ca

nelsonmha.ca

(604)-812-9853



Nelson Minor Hockey Association



Commission Report – For Information

August 26, 2026

Nelson & District Community Complex: NMHA Ice Allocation Appeal

Author: Craig Stanley, Regional Manager – Operations and Asset Management
File Reference: 0520-50-NEL Nelson and District Rec Commission
Electoral Area/Municipality: City of Nelson, Area F and Defined Area E
Services Impacted S226

1.0 STAFF RECOMMENDATION

That the ice allocation for Nelson Minor Hockey as determined for the 2026/2027 hockey season remain unchanged; And Further,

That the Board direct staff to review Recreation Allocation Policy No. 500-01-09 and the accompanying allocation procedures and report back to the first All-Recreation Meeting in 2027 with recommendations for amendment.

2.0 BACKGROUND/HISTORY

Primary Issue

The purpose of this report is to provide the Commission with information regarding an appeal submitted by the Nelson Minor Hockey Association (NMHA) respecting the 2026/27 ice allocation process. Through the appeal, NMHA raised concerns regarding whether Recreation Allocation Policy No. 500-01-09 was applied as intended, including concerns related to allocation priorities, suitability of early morning ice for youth programming, historical allocations, use of allocation evaluation tools, and overall compliance with the allocation process established by the Policy.

In its appeal, NMHA acknowledged receiving a similar overall quantity of ice as previous seasons but questioned whether the reassignment of a long-standing evening practice time to early morning ice was consistent with the Policy's requirement to consider suitability and appropriateness to time of day for youth users. NMHA also requested review of the role of allocation priorities, historical bookings, residency considerations, and the scoring matrix referenced within the Policy. These concerns form the basis of the appeal before the Commission.

Policy Background & Details

The RDCK Recreation Allocation Policy No. 500-01-09 was adopted in April 2022 to establish a fair, transparent, and philosophically grounded approach to the allocation of recreation facilities and spaces. The policy is based on the principle that allocation decisions should be informed by the degree of public benefit derived from facility use and seeks to ensure equitable access to public recreation assets.

Since adoption of the policy, staff have administered annual allocation processes for arena ice, aquatic facilities, sports fields, and other recreation spaces across several recreation services. To support implementation, facility-

specific procedures were developed outlining timelines, submission requirements, allocation meetings, and scheduling practices. These procedures have been refined over time based on operational experience and feedback from user groups.

Like in our other major recreation complex spaces, the allocation process has occurred annually for the Nelson and District Community Complex and Nelson Civic Arena. Throughout this period, staff have worked collaboratively with user groups to maximize facility utilization while balancing competing demands for limited prime-time ice. Changes in facility operations, like what has occurred with the periodic service disruptions at the Civic Arena and in Castlegar with the closure of the Pioneer Arena, have required ongoing communication with user groups and operational adjustments by staff.

Historically, certain scheduling practices evolved due to operational constraints. One such practice involved limiting utilization of early morning ice at the Civic Arena because opening the facility during those hours was not operationally efficient under prior operating arrangements. As operational circumstances changed, staff identified opportunities to utilize previously underused ice inventory to improve overall facility utilization and optimization and increase community access to available ice.

The ice allocation process follows the principles described in the Policy and through the procedures staff determine where each group is allocated based on a number of factors including:

- Standards of play through Provincial/National governing body
- Seasonal commitment
- Program requirements
- Total capacity for use
- Suitability and appropriateness to time of day (youth and adult)
- Historical booking
- Eligibility
- Allocation priority

Optimizing the ice schedule means making best use of all available hours. The Policy and the procedures make the process more efficient and systematic, staff take requests and administer them according to a set of rules; however, there is also practicality to consider.

Where a youth group could take advantage of the Policy and request all the available ice based on the benefits described in the Policy (public youth over private adult over commercial) staff are required by Policy to apply best allocation practices to optimize the use of the ice. For example, in general, youth groups are more feasibly scheduled in the mornings and the afternoons, before and after school and all-day weekends, and adults are more feasibly scheduled in the daytime, and evenings. Requests for ice times that fall outside of these normal patterns are considered but staff are obligated to fill in the gaps in the schedule with the appropriate groups to optimize the available times.

3.0 PROBLEM OR OPPORTUNITY DESCRIPTION

Appeal Summary and Policy Review Opportunity

A summary of the ice allocation process that occurred for the NDCC Ice Arena and Civic arena is as follows:

May 2026	Core registration data for the groups looking for ice are submitted to the RDCK
May 2026	Allocation requests are submitted by user groups

June 2026	Draft schedule is developed. Schedule considers include number of hours provided per week and actual times requested by each group as compared to previous years. Draft schedule identifies conflicts where conflicts exist.
June/July 2026	Allocation meetings are held with youth groups first followed by adult groups.
July 2026	Two groups appealed the draft schedule decisions. One group on Sunday and one group on Tuesday nights. Upon review of the draft schedule decisions, Sunday decision was upheld. Appeal was resolved. Tuesday decision was identified as being valid due to the fact there was opportunity to optimize early morning ice for youth groups that was not being used. Upon posting the revised schedules, Nelson Minor Hockey appealed the decision noting they were displeased with being moved to morning ice as a result of an adult group receiving a more favourable ice time.

Key Pieces of Information

- 2025/26 ice season – Nelson Minor Hockey was allocated 66.75 hours of ice between the NDCC and Civic arenas. During this ice season and previous seasons, the Kootenay Crusaders (a regional team) received ice as part of the allocation to Nelson Minor Hockey. The Policy allows for larger groups to that act as umbrella organizations to help new groups of a similar nature become established by providing resources and services while under its responsibility. In this situation NMHA allowed the Crusaders to utilize some of their allocated ice. Prior to this current allocation cycle NMHA indicated they no longer wish to act as the umbrella organization for the Crusaders.
- 2026/27 ice season – Nelson Minor Hockey is receiving 65 hours of ice between the two facilities. The Kootenay Crusaders are no longer receiving ice as part the hours allocation to NMHA and were offered two hours of ice per week. Before being offered additional morning ice in the Civic Arena, minor hockey overall was granted 15 minutes of additional ice this season as compared to last year.
- 2025/26 ice season – the Old Timers were initially given a 9:30pm start time. Minor Hockey released gave ice back and they ended up with a consistent time of 8:30pm.
- 2026/27 ice season – the Old Timers were originally granted a 9:45pm ice slot of which they raised concern about and ultimately appealed. By optimizing the use of morning ice, staff could move this group to an earlier time slot.

The primary concern being raised by the NMHA is the allocation of the ice time given to the Old Timers. They believe that being a youth group with a higher allocation priority should give them this ice slot.

Key Policy Points Supporting Staff's Decision

The Recreation Allocation Policy identifies several factors that must be considered when determining allocations, including:

- Seasonal commitment
- Program requirements
- Total capacity for use
- Suitability and appropriateness to time of day (youth and adult)
- Historical booking
- Eligibility
- Allocation priority

Allocation authority is assigned to the Manager of Recreation or designate. Since the adoption of the Policy the role of Recreation Manager is now filled by the Facility Manager. The policy and the procedures establish an appeal process whereby a dissatisfied community group may seek resolution through the Manager of Recreation (Facility Manager), then the General Manager of Community Services, and finally the appropriate Recreation Commission or Committee.

During the 2026 allocation process for Service S226, staff completed the annual ice allocation process involving user submissions, conflict identification, allocation meetings, schedule revisions, and final schedule development. Several user groups raised concerns regarding portions of the proposed schedule. Most concerns were resolved through discussions and schedule adjustments. This is typical of other allocation processes in the RDCK including in Castlegar and to a lesser extent in Creston where there are fewer scheduling conflicts on average.

Following publication of the revised schedule, after the Old Timers appeal was responded to, the Nelson Minor Hockey Association (NMHA) appealed the allocation decision, citing concerns regarding:

- travel requirements for participants residing outside Nelson;
- coach and volunteer availability;
- impacts associated with early morning ice times;
- loss of historically preferred evening ice times; and
- impacts to player participation and development.

The appeal was reviewed by the General Manager of Community Services in accordance with the policy. Staff considered historical usage, facility capacity, competing requests, allocation priorities, and opportunities to optimize overall facility utilization. Staff determined that the allocation would remain unchanged. NMHA received substantially the same overall quantity of allocated ice as the previous season, although some ice was reassigned from preferred evening periods to available morning periods to optimize the ice schedule.

Although staff believe the allocation decision was consistent with the intent and authority of the current policy, the appeal highlighted several areas where the policy and supporting procedures lack clarity. Specifically, questions arose regarding:

- the role of historical bookings in allocation decisions;
- facility optimization and utilization expectations;
- documentation standards;
- the use of allocation evaluation tools;
- how prime-time and non-prime-time inventory should be balanced; and
- the role of Recreation Commissions in considering appeals.

The appeal presents an opportunity to review and modernize the policy and procedures to better reflect current operational practices and provide greater clarity for both staff and user groups.

3.1 Alignment to Board Strategic Plan

A clear and transparent allocation process supports equitable access to recreation opportunities and responsible stewardship of public recreation assets. Updating the policy and administrative procedures will strengthen public confidence in allocation decisions, improve consistency across recreation services, and support effective use of existing facility capacity

3.2 Legislative Considerations

As a Board-approved policy, amendments to Recreation Allocation Policy No. 500-01-09 require Board approval.

3.3 What Are the Risks

Maintaining the current policy and procedures without review presents several risks:

- inconsistent interpretation of allocation criteria;
- increased frequency of allocation appeals;
- uncertainty regarding staff authority and discretionary decision-making;
- reduced confidence among user groups in allocation outcomes;
- increased administrative effort responding to allocation disputes and information requests; and
- discrepancies between written policy requirements and current operational practices.

While staff believe the 2026 allocation process was administered reasonably and fairly, additional clarity would reduce future conflicts and improve transparency.

4.0 PROPOSED SOLUTION

The proposed solution has two parts.

Part 1

Leave the ice allocation for the 2026/2027 season as drafted. Ice is a limited resource and therefore it makes it very challenging to satisfy the interests and requests of all users. Any changes to the schedule will have a domino effect within the schedule and could result in additional appeals.

Part 2

Staff recommend that the Board direct staff to undertake a review of Recreation Allocation Policy No. 500-01-09 and the associated facility allocation procedures and report back to the first All-Recreation Committee Meeting in 2027 with recommendations for amendment.

The review should consider:

- clarity around the definition of historical booking
- allocation scoring and evaluation methodologies;
- clarification of historical booking considerations;
- optimization of facility inventory and utilization expectations;
- prime-time and non-prime-time definitions;
- appeal and dispute resolution processes;
- documentation requirements;
- consistency of allocation procedures across recreation services; and communication standards with user groups.

4.1 Financial Considerations of the Proposed Solution

There are no specific financial considerations with the proposed solution. Staff time can be allocated to this this priority.

4.2 Risks with the Proposed Solution

The primary risk associated with the proposed solution is that policy review may create expectations among user groups that future allocations will change. Staff will mitigate this risk by ensuring that any proposed

amendments are developed through consultation and are consistent with the principles of fairness, transparency, and equitable community access.

4.3 Resource Allocation and Workplan Impact

As has been reported at that last two All Recreation Committee meetings, a review of allocation procedures is already underway. The proposed solution of directing staff to review and bring back recommendations on the policy is another layer to the project but this work can be prioritized in the workplan.

4.4 Public Benefit and Stakeholder Engagement of Proposed Solution

A policy review will provide an opportunity to engage recreation user groups regarding the allocation process. Improved clarity and transparency are expected to benefit both user groups and staff by establishing common expectations and reducing future disputes.

4.5 Leveraging Technology

There may be ways to leverage technology in the future to support allocation processes.

4.5 Measuring Success

Success will be measured through:

- completion of the policy review;
- adoption of revised procedures and policy amendments;
- improved stakeholder understanding of the allocation process;
- reduction in allocation-related appeals; and
- increased consistency in allocation administration across recreation services.

5.0 ALTERNATIVE SOLUTION(S)

Option 1: The alternative solution is that staff are directed to not review and amend the policy.

Option 2: If the Commission believes the policy was not followed, staff could be directed to change the allocation decision being appealed by Nelson Minor Hockey.

5.1 Financial Considerations of the Alternative Solution(s)

Not applicable.

5.2 Risks with the Alternative Solution(s)

Option 1: Existing ambiguities will remain unresolved, increased likelihood that more disputes and appeals will be brought forward, and there is continued uncertainty regarding the interpretation of the allocation criteria. This Option is not recommended.

Option 2: It is highly anticipated that there will be a domino effect of changing the allocation decisions resulting in additional appeal(s).

5.3 Resource Allocation and Workplan Impact

Option 1: This will have no impact on the current workplan.

Option 2: This will mean staff change the schedule and then administer the revisions

5.4 Public Benefit and Stakeholder Engagement of Proposed Solution

Option 1: Stakeholders will be engaged with as per current practices; however more education and outreach is required to ensure all key personnel understand the Policy and procedures.

Option 2: Those affected groups will be engaged. The outcome of this will be communicated to the users to ensure they understand the decision and the impacts.

5.5 Measuring Success

Option 1: Measuring the success of the status quo will be similar to the criteria.

Option 2: Once the schedule is reverted, success would be measured by no further appeals being requested.

6.0 OPTIONS CONSIDERED BUT NOT PRESENTED

None

7.0 OPTIONS SUMMARY

Option 1: Direction to staff to leave the ice allocation as drafted and conduct a policy review.

Recommendation:

That the ice allocation for Nelson Minor Hockey as determined for the 2026/2027 hockey season remain unchanged; And Further, That the Board direct staff to review Recreation Allocation Policy No. 500-01-09 and the accompanying allocation procedures and report back to the first All-Recreation Meeting in 2027 with recommendations for amendment.

Option 2: Direct staff to not review the policy and provide recommendations.

Recommendation: This is not recommended.

Option 3: Direct staff to change the allocation decision.

Recommendation: This is not recommended as staff believe the policy has been upheld.

8.0 RECOMMENDATION

That the ice allocation for Nelson Minor Hockey as determined for the 2026/2027 hockey season remain unchanged; And Further, That the Board direct staff to review Recreation Allocation Policy No. 500-01-09 and the accompanying allocation procedures and report back to the first All-Recreation Meeting in 2027 with recommendations for amendment.

Respectfully submitted,



Craig Stanley – Regional Manager, Operations and Asset Management

CONCURRENCE

General Manager of Community Services - Trisha Davison

Facility Manager – Anne Gillender



ATTACHMENTS:

Attachment A – 500-01-09 Recreation Allocation Policy



Number: 500-01-09
REGIONAL DISTRICT OF CENTRAL KOOTENAY
Policy Manual

Chapter: Community Services

Section: Parks & Recreation

Subject: Community Services Recreation Allocation

Board Resolution:	233/22	Established Date:	April 21, 2022	Revised Date:
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POLICY:

PURPOSE:

The recommended allocation system must be philosophically sound, thereby easy to defend, and practically based, as well as easy to implement. The philosophical grounding being applied to allocation, which is also applied in determining fees and charges, is based on an assessment of public benefits. The following statement forms the core of the allocation policy.

Evaluation of who benefits from the usage will determine the level of allocation priority and ensure fair and equitable allocation of RDCK Facilities

If all, or substantially all, of the benefits accrue to the community as a whole, the user should have a high allocation priority. If all, or substantially all, of the benefits accrue to the individual or group, without any greater public benefit, the user should have a low priority.

Where the benefits accrue to the community and also to a specific user, the allocation priority will be determined on the basis of proportionate benefit. The higher the benefit to the community, the more the community asset and resources should be allocated for those uses and purposes.

SCOPE:

This Policy applies to allocation of RDCK owned and operated facility spaces for the Community Services Department of the Regional District of Central Kootenay.

This policy may be applied to other facility allocation processes that the RDCK only operates or books but does not own with the explicit understanding and written permission of the property owner.

DEFINITIONS:

Allocation: Refers to the amount of time that is given to groups or individuals for the use of recreation and cultural facilities and spaces and/or portions thereof.

Benefit: Refers to anything contributing to an improvement in condition or advantage and can be a direct benefit to a user or indirect benefit to a non-user.

Private Benefit: Any benefit that the RDCK does not recognize as a benefit to the community as a whole is a private benefit. Private benefits accrue directly to those who consume a good or service and only to those who consume it.



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Public Benefit: In general, refers to anything which increases the welfare of the community, is of value to the community as a whole, or responds to a need of the general public. For the purposes of fees and allocation for parks and recreation services in the RDCK, the public benefits are summarized as 22 Indicators of Public Good on page 5.

Public Goods and Services: Are those which result in Public Benefits.

Private Goods and Services: Are those which result in Private Benefits.

Merit Goods and Services: Are those with mixed benefits. In other words, while some of the benefits will accrue directly to consumers or users, the community as a whole, including nonusers, also benefit. The general location on the benefits continuum will vary depending on the proportion of public benefit in relation to private benefit.

Benefits Continuum: Is a continuum of benefits with public benefits at one end, private benefits at the other, and mixed benefits in between.

Total Capacity for Use: Of a recreation space is defined as all hours each year where it is reasonably possible to use the space within the current operating/staffing format and the current budget.

Total Use: Of a recreation space is defined as the amount of use the space actually receives. It can be expressed as a percentage of total capacity and is never more than 100% of total capacity.

Prime Time: Each facility will have its own definition of prime time that is determined by staff and ratified by the operating authority. The definition of prime time may vary by season in some facilities. Typically, prime time is the period during which demand is most concentrated and the space is most used.

Non-Prime Time: Will automatically be determined by subtracting prime time from Total Capacity for Use. This is the period that is typically in low demand and for which a price incentive may be needed to shift some activity from prime time.

Historic Booking: A User group's past usage spanning the previous two years.

LTAD: The Canadian Sport for Life's Long Term Athlete Development Framework (LTAD) is a national philosophy for promoting lifelong engagement in sport and physical activity from infancy through all phases of adulthood. It includes guidelines for multi-stage training, competition, and recovery based on principles of human development and maturation.

Umbrella Organization: An established Community Group that acts as parent organization to help new groups of a similar nature become established by providing resources and services while under its responsibility.

Categories of Potential Users: There are two subcategories of users; namely individuals and user groups. Each category of user may justify a different level of allocation because servicing each category might result in a different ratio of public benefit to private benefit.



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Seasonal Commitment/Use: Groups, individuals or organizations requesting regular (reoccurring) use will be required to meet seasonal commitments as per the RDCK Allocation Procedures.

Categories of User Groups

Non Profit Community Group: is any club, society, or association that's organized and operated solely for any other purpose except profit. All non profit community groups wishing to be considered for facility allocation must provide activities and programming that is consistent with the goals, objectives, and values of the RDCK.

- **Youth Group:** A non profit sport, culture and recreation group dedicated to primarily serving minors (those 18 years of age and younger). Groups must have a minimum of 80% of participants 18 years of age and younger.
- **Adult Group:** A non profit sport, culture and recreation group that offers activities and whose members are 19 years old and older. Groups with more than 20% that are 19 years old and older are considered adult groups.
- **Representative Community Group:** A non profit elite sport team who represents an area or institution. These teams must be endorsed and play in a nationally recognized league within the sport's national development model.

Unless a joint use agreement with a School District supersedes this Allocation Policy, the following definitions will apply:

- **School Academies:** A non-profit educational institution located within the boundaries of SD#8 and SD#20 and SD#10 and SD#93 that offers sports as part of the annual school program on a recurring basis. These groups generally are more specialized and must meet the seasonal commitments as outlined in the RDCK Allocation Procedures.
- **School Group:** A non-profit educational institution located within the boundaries of SD#8 and SD#20 and SD#10 and SD#93 that offers recreational opportunities within the school day.

Commercial Group: A group or individual or organization who/which is engaged in a for profit business.

Private Renter: Any person, group or company that is booking a private event such as a private gathering limited to members and guests of members of a family, organization, club, or business where the event is not open to the general public or is a non profit fundraising event.

Categories of Facility Use

There are two modes of facility use as follows

- **Public Uses:**
 - a. **Drop In Use:** A use characterized by a person or group of persons deciding on a use by use basis to attend a public session where the public or a subset of the public is welcome to attend.

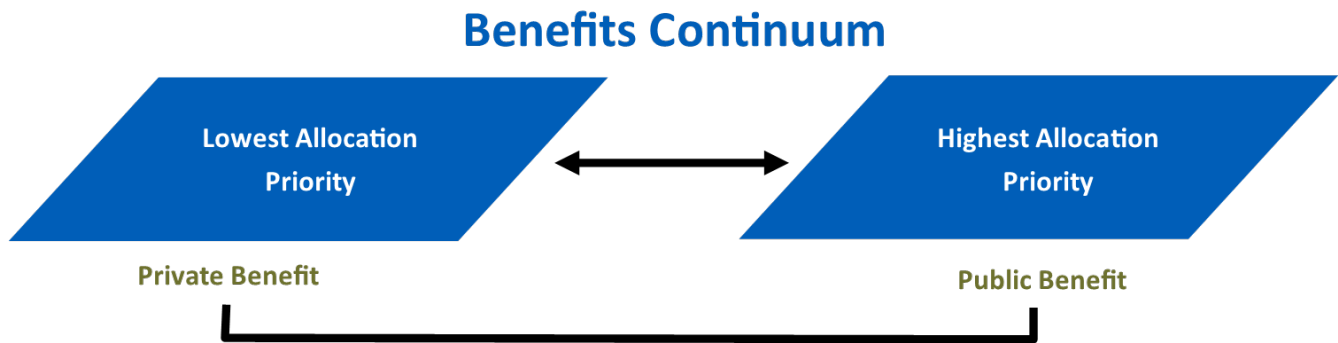


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- b. **RDCK Programs:** Uses where an individual or group of individuals pre-commits to a series of uses through a registration process. The program is typically characterized by having a leader, or instructor who teaches or leads. Sometimes they are called courses. These programs are offered to the general public and seek to meet the needs of the community. RDCK recreation programs include but are not limited to all registered programs, drop in programs, and events.
- **Rental Uses:** A group rents a space through a rental contract and therefore controls the uses and the users of that space during the period of rental. There are several subcategories of rental uses and each may have its own allocation priority.
 - a. **Regular (recurring) Use:** usual or normal methodical use by a community group occurring at fixed intervals and confirmed in a seasonal contract (e.g. sport group renting space for league games and practices).
 - b. **Casual Use:** unscheduled, irregular, or occasional use of spaces including outdoor sport fields and sport courts, by individuals or groups. This type of use requires a rental agreement but is not included in the allocation process.
 - c. **Community/Special Event:** A special event can be considered one that is local, provincial, national, and international and/or provides significant athletic (tournament and competition including representative games), social, cultural, and/or economic benefits to the community.
 - d. **Commercial Use:** Engaged in commerce; an organization engaged in the trade of goods and/or services for the sole purpose of making a profit to benefit their owners and shareholders.



Benefits Continuum



Indicators of Public Benefit

Indicators of Public Benefit

Growth of Individual	Growth of Community
Fitness and Well Being	Special Events
Preschool Recreation Opportunities	Support for Local Community Groups
Basic Skills for School Aged Children	Spectator Sport
Advanced Skills for School Aged Children	Exposure to the Arts
Social Opportunities for Teens	Social Functions
Basic Skills for Adults	Protecting Natural Resources
Advanced Skills for Adults	Beautify the Community
Recreation Opportunities for Seniors	Opportunities for Family Units
Interpreting the Environment	Mixing Generations and Subgroups
Reflection/Escape	Support for Volunteerism
Leisure Education	
Communication System	

It is important to note that the benefits based approach to allocation described above is consistent with and supports the general direction laid down in the National Recreation Framework; a national policy document which describes the basic tenets of public recreation in Canada.

An Allocation Model

The fundamental basis for allocation decision-making is a determination of a justified need of a service and who benefits from the service. However, it is recognized that allocation decisions may be influenced by other practical considerations.



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Therefore, the approach to allocation decision-making as set out in this policy can be regarded as “two-pronged”. Decisions should be based first and foremost on an assessment of where the benefits of provision accrue. The benefits analysis is the first “prong” of the two-pronged approach and ensures that allocation decisions are rooted in a philosophical base. The second “prong” allows for the influence of other considerations for practical reasons. It ensures the philosophical base can be implemented.

1. The use of public recreation areas and facilities by commercial groups or private renters should be considered secondary to general public usage or use by non-profit organizations and community groups. Only under exceptional circumstances should such private use hamper the ongoing publicly sponsored programs, drop-in opportunities, and recreation rentals. One such exceptional circumstance is when excess capacity exists in a space once the demand for public goods and services has been met. In this case, uses that result in private good and services can be encouraged.
2. Like education, health or safety, recreation is a basic human need and should be available to all. The RDCK should ensure that opportunities exist for all citizens to access recreation.

Eligibility

To understand who is using RDCK facilities and for planning purposes, all non profit organizations and community groups looking to book facilities are required to submit core registration data from the previous year. The RDCK requires data for the total number of participants for each birth year, by gender and area of residence. If registration data is not submitted to the RDCK, the organization’s allocation may be forfeited. Previous year’s registration data must be submitted on time and in the provided RDCK format. The RDCK will use this information for recreation program planning decisions only.

Process for determining Allocation

Allocated hours will be reviewed annually and all community groups will be notified of the number of allocated hours prior to the allocation community meetings. If times are still available after all community groups have been provided their allocated hours, the remaining time will be offered to community groups based on their priority level.

The method of determining justified need and distribution of available hours will be determined through RDCK staff evaluation based on a scoring matrix using the following criteria:

- Standards of play through Provincial/National governing body
- Seasonal commitment
- Program requirements
- Total capacity for use
- Suitability and appropriateness to time of day (youth and adult)
- Historical booking
- Eligibility
- Allocation priority

Allocation authority shall reside with the Manager of Recreation or designate. In the event that a Community Group is dissatisfied with an allocation, the group should seek resolution by consulting, in order, with the



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Manager of Recreation, then the GM of Community Services, and, finally the appropriate RDCK Recreation Commission or Committee. In the event that new times become available and all other programming priorities are being met, as described in facility allocation priority consideration should be given to improving times of existing community groups before advertising for new groups.

No Allocation will be considered for a community group(s) with outstanding balances on account.

Procedures

The RDCK will develop allocation procedures specific to each facility to provide information and guidance for the users on how each facility is to be booked. The allocation procedures will follow the allocation policy but include more detailed information including facility inventory, seasonal dates, hours of operation, deadlines to submit requests for use, and schedule for annual user group allocation meetings.

The RDCK retains the right to make exceptions at its sole discretion.

Where applicable, the RDCK reserves the right to manage the ratio of bookings between two “like” facilities.

Special/Community Events

Organizers of special events must inform RDCK staff in writing of their intention through an application process.

Rules and Regulations

All facility community groups will comply with all rules, regulations, and guidelines of the facility posted, supplied or otherwise. The RDCK shall inform and supply to all potential renters all rules and regulations as per general regulations as contained in the Terms and Conditions form and facility rental contract.

New Organization or Emerging Sport

Based on guiding principles, values, vision of the RDCK the support of new organizations or emerging sports can be accommodated to help satisfy an unmet need in the community. Where possible, partnerships should be formed and encouraged through either the RDCK and community groups or the formation of Umbrella organizations. A set number of hours will be allocated by the RDCK each year for new programming.

Monitoring Process/Review

The RDCK will monitor and review the following: need and appropriateness of initiatives and special events, community groups utilization, cancellations/no-shows, standards of play, registration numbers, team rosters and residency factors, school usage, facility hours, regional facilities (new and existing) and regional league adjustments, opportunities for growth, and non-traditional usage of the arena.

In the event of drastic changes in registration trends, RDCK reserves the right to alter the schedule mid-season. This shall be arranged in consultation with community groups.

Facility Allocation Priority

The public benefits that will potentially accrue from facility usage indicated above are listed in the Indicators of Public Benefit. In general, where a group has been identified as higher priority it is because there will be more public benefit delivered to the community.



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- Priority 1 - RDCK programs and services for family or youth
- Priority 2 - Special Events/Community events and Representative Groups Games
- Priority 3 - Youth Non Profit Community Groups Regular Use
- Priority 4 - Representative Community Group Regular Use
- Priority 5 - RDCK programs and services for adults
- Priority 6 - Adult Non Profit Community Groups Regular Use
- Priority 7 - Private Renter
- Priority 8 - Commercial Renter

Generally, the higher priority categories of use/user meet more of the Service Objectives (i.e. deliver more public good) than those at the lower levels. Some additional justification of the allocation priority is provided below:

- Serving youth has more public value than serving adults, and therefore a higher priority can be justified. Children and teens involved in positive and engaging recreation activities are more likely to continue with a healthy and active lifestyle.
- Families are a building block of community growth, so community-wide special events and RDCK programs and services provide an incentive for families to recreate together as a unit and foster a sense of community identity, spirit and culture.
- Private groups may or may not bring any social value to a community associated with their activities, so consuming public resources might better be used to deliver public good.
- Public facilities should be first and foremost used for realizing public good. The only time they should be used for a commercial purpose is when they aren't required to realize a public good. The private sector should not profit at the public expense.
- Commercial users may at times receive higher allocation priority if financial gain (revenue generated) can be demonstrated to provide significant public good.

RELATED LEGISLATION:

Local Government Act, s.397 – Imposition of fees and charges



Commission Report – For Information

August 26, 2026

Nelson & District Community Complex Liquor License

Author:	Craig Stanley, Regional Manager – Operations and Asset Management
File Reference:	0520-50-NEL Nelson and District Rec Commission
Electoral Area/Municipality:	City of Nelson, Area F and Defined Area E
Services Impacted	S226

1.0 PURPOSE OF REPORT

The purpose of this report is to inform the Commission about the status of the liquor license held at the Nelson and District Community Complex (NDCC).

2.0 BACKGROUND AND UPDATE

A liquor license for the arena at the NDCC has been in place for several years – at least to 2014. The license allows for alcohol sales and consumption in the bleachers and concourse. The arena floor is not part of the licensed area. The Nelson Leafs Hockey Society (the Leafs) have sold alcohol under this license as the third-party operator since 2014. At the time, the application fee for the licence was recovered from the Leafs and since then they have paid for the annual license fees.

During a review of the long-term facility use agreement with the Nelson Leafs Hockey Society and associated liquor licensing requirements, staff sought clarification regarding the eligibility requirements for third-party operators under the Liquor and Cannabis Regulation Branch framework. Based on the guidance received, staff determined that the current operating arrangement does not meet the Branch's requirements related to "valid interest" and should not continue.

The main principle to consider is that "valid interest" is required for the assignment of third-party operators under another organizations license. Based on guidance received, valid interest is generally established through ownership or a leasehold interest in the licensed premises. As the Leafs rent facility space but do not lease or exclusively occupy the NDCC arena, they do not meet the requirements necessary to operate as a third-party operator under the RDCK liquor licence.

Since leasing the arena to the Leafs is not feasible, and since the license is not legally assigned, the only way for Leafs to sell alcohol is if the RDCK suspends or cancels their license. The Leafs would then be required to apply for special event permits (SEPs) for each of the events where alcohol is served and sold.

Staff recognize that this change will create both administrative and financial impacts for the Nelson Leafs Hockey Society. Under the Special Event Permit model, the Society will be responsible for obtaining permits directly from

the Liquor and Cannabis Regulation Branch and paying applicable permit fees. Staff understand permit costs are approximately \$125 per occurrence, although final permit requirements and fees are determined by the Branch.

3.0 NEXT STEPS AND TIMELINE

Staff have contacted the Liquor and Cannabis Regulation Branch to determine the most appropriate mechanism for transitioning away from the current operating model. Considering include suspending or cancelling the RDCK license in order to allow the Nelson Leafs (or other groups) to utilize the bleacher area for alcohol sales.

Staff have communicated the above noted changes to the Nelson Leafs Hockey Society.

Respectfully submitted,



Regional Manager, Operations & Asset Management – Craig Stanley

CONCURRENCE

General Manager of Community Services – Trisha Davison 

Facility Manager – Anne Gillender



From: Marta Abel

Sent: Wednesday, August 12, 2026 8:00 AM

To: Keith Page <kpage@nelson.ca>; tdavison@rdck.bc.ca <tdavison@rdck.bc.ca>

Cc: Kate Tait <ktait@nelson.ca>

Subject: Idea: Adapting indoor recreation access during extreme smoke events

Hi Keith and Trisha,

Kate Tait suggested I reach out to you both following a conversation we had about public recreation during severe smoke events.

This past Sunday, when air quality made outdoor activity unhealthy, the NDCC gym was packed right when it opened at 10 AM, and the pool saw similar demand at 11 AM. It highlighted a very predictable dynamic: when outdoor air quality deteriorates, community demand shifts heavily toward our few indoor options for exercise, recreation, and social connection.

Given that smoky summers have become a recurring reality, I wanted to explore whether there could be a structured mechanism for adjusting access to indoor public facilities when smoke reaches hazardous levels.

We already have clear, objective thresholds to trigger action, such as provincial Air Quality Advisories or federal AQHI levels (where 10+ recommends cancelling organized outdoor activity). We saw this in practice just this past week with the smoke-related closures at Gyro Pool. Cancelling outdoor sports and events protects health, but the need for physical movement, social contact, and youth recreation remains. Establishing pre-set triggers based on air quality metrics would allow us to plan for adapted services, whether through earlier/extended drop-in hours or converting dry-floor spaces for open community use, rather than reacting ad hoc.

This feels like a very practical candidate for an actionable climate adaptation project, building community resilience and health equity by maximizing existing assets like the NDCC during smoke events.

I recognize that changes like this involve real operational considerations, from HVAC/MERV filtration capacities to union staffing models and budget constraints. I'd welcome your thoughts on whether an operational framework or pilot policy like this is something staff or Recreation Commission No. 5 might consider exploring for future seasons.

Thanks so much for your time and consideration.

Best regards,

Marta Abel, Nelson, BC