



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

Date: Tuesday, September 29, 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. PST

Join by Video:

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

Join by Phone:

1 833 958 1164 Canada Toll-free

*6 to unmute or mute

*9 to raise or lower your hand

Meeting ID: 939 2337 6035

Meeting Password: 765602

In-Person Location: RDCK Head Office - Boardroom - 202 Lakeside Drive, Nelson

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 September 29, 2026 Nelson and District Recreation Commission No. 5 meeting, be adopted as circulated.

5. RECEIPT OF MINUTES

4 - 7

The August 26, 2026 Nelson & District Recreation Commission No. 5 minutes, have been received.

6. DELEGATE

8 - 13

Dan Maglio and Tony Maida, from Nelson Leaf's Oldtimers Hockey Club will present a presentation requesting that the Nelson & District Recreation Commission No. 5 restore and maintain the Club's longstanding Monday evening ice allocation timeslot to the Commission.

7. STAFF REPORTS

7.1 Nelson & District Community Complex: Old Timers Ice Allocation Appeal

14 - 35

The Commission Report dated September 29, 2026 from Trisha Davison, Regional Manager of Community Services, re: Nelson & District Community Complex: Old Timers Ice Allocation Appeal, has been received.

RECOMMENDATION:

That the Commission receive the delegation from the Nelson Old Timers Hockey Association for information;

And Further that the Commission uphold the 2026/2027 ice allocation schedule as revised based on Commission's direction from the August 26, 2026 Commission meeting.

That the concerns raised through the appeal be considered as part of the ongoing review of Recreation Allocation Policy No. 500-01-09 and associated allocation procedures.

7.2 Nelson & District Quarterly Programming Update

36 - 39

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

7.3 Nelson & District Community Complex Concession Agreement

40 - 44

The Commission Report dated, September 29, 2026 from Craig Stanley,

Regional Manager of Operations and Asset Management, re: Nelson & District Community Complex Concession Agreement has been received.

RECOMMENDATION:

That the Board approve the RDCK enter into negotiations for a concession services agreement at the Nelson and District Community Complex with the Nelson Leafs Hockey Society commencing on November 1, 2026, and ending on August 31, 2027, with the option to extend for two one-year periods, AND FURTHER;

That the Board Chair and Corporate Officer be authorized to execute the agreement.

7.4 Service S226 Centre Financial Plan Amendment

45 - 46

The Commission Report, dated September 29, 2026 from Craig Stanley, Regional Manager of Operations and Asset Management, re: Service S226 Centre Financial Plan Amendment has been received.

RECOMMENDATION:

That the Board approve an amendment to the 2026 Financial Plan for Service S226 Recreation Facility-Nelson and Areas F and Defined E to Decrease Vehicles expense by \$15,000 to Increase Transfer to Other Services expense by \$15,000.

8. PUBLIC TIME

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

9. NEXT MEETING

The next Nelson & District Recreation Commission No. 5 meeting is scheduled for November 25, 2026 at 10:30a.m.

10. 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.

August 26, 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 C. Graham	Area E
Commissioner T. Newell	Electoral Area F

MEMBERS ABSENT

Commissioner J. Morrison	City of Nelson
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STAFF

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

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

1. CALL TO ORDER

Chair Page called the meeting to order at 9:00 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 August 26, 2026 Nelson & District Recreation Commission No. 5 meeting, be adopted as circulated.

Carried

4. RECEIPT OF MINUTES

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

5. DELEGATE

5.1 Nelson Minor Hockey

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

Phil Rees – President, & Kyle Mace Vice President - Player development, spoke to the request for a review. Key discussion points included:

- The organization's previous ice schedule vs the new allocation.
- The service Nelson Minor Hockey provides to local youths.
- The Community Services Recreation Allocation policy.
- Clarification of prime time and early time hours of operation.
- The request from Nelson Minor Hockey to be allocated Tuesday evening ice time.

6. STAFF REPORTS

6.1 Nelson & District Community Complex Ice Allocation

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.

Key discussion points included:

- An overview of the current ice allocation process.
- A review of the previous ice allocation process.
- The previous appeal of ice time allocation that led to the realization Civic Arena Ice time had not been being optimized by staff.
- How the Community Services Recreation Allocation policy was applied.
- When the scoring matrix is utilized in ice allocation decision making.
- How the Crusaders Regional team previously obtained ice time vs this year's allocation request.
- The need to optimize all ice time to meet demand.

MOVED and seconded,
AND Resolved:

That Phil Rees, President of Nelson Minor Hockey be granted freedom of the floor.

Carried

- The quantity of, and most common requests for ice time.

**RECESS/
RECONVENE** The meeting recessed at 9:47 a.m. for staff to print materials and reconvened at 9:59 a.m.

- The ripple effect on the ice allocation schedule if Nelson Minor Hockey was assigned the Tuesday evening time slot.

MOVED and seconded,
AND Resolved:

That the Commission directs Staff to change the Nelson Minor Hockey ice allocation decision;
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.

Carried

**RECESS/
RECONVENE** The meeting recessed at 10:19 a.m. for a break and reconvened at 10:29 a.m.

6.2 Nelson & District Community Complex Liquor License

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.

Key Commission Discussion Items Included:

- Guidance received from the Liquor and Cannabis Regulation Branch regarding the current operating arrangement.
- Staff's determination that the current operating arrangement does not meet requirements related to valid interest and should not continue.
- The suggested transition to the Nelson Leafs obtaining special event permits directly.
- The cost for the Nelson Leafs previously vs the potential new process.
- The ability for other users to obtain a special event permit.

7. CORRESPONDENCE

7.1 Indoor Recreation Access during Smoke Events

The email dated August 12, 2026 from Marta Abel, resident of Nelson, B.C., has been received.

Key Commission discussion items included:

- A similar request previously received
- Staff efforts on the subject to date
- Challenges for staff; how and when to activate, staffing requirements, air quality variables, existing maintenance schedules.

- Lack of air quality data for indoor spaces.
- The existing staff safety policy for outdoor workers.

8. PUBLIC TIME

The Chair called for questions from the public and members of the media at 10:41 a.m.

A member of the public suggested considering the Civic Arena as an alternate location to host typically outdoor sports during smoke events. They also requested information on when the Recreation Campus Capital Funding Service: Process & Impact report would be back on the agenda.

A second member of the public provided feedback on the Commission's ice time allocation, and Nelson & District Community Complex Concession contract decisions.

9. NEXT MEETING

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

10. ADJOURNMENT

MOVED and seconded,
AND Resolved:

The Nelson & District Recreation Commission meeting be adjourned at 10:49 a.m.

Carried

Digitally Approved

Keith Page, Chair

RECOMMENDATION(S) TO THE BOARD OF DIRECTORS

- 1. That the Commission directs Staff to change the Nelson Minor Hockey ice allocation decision; 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.*

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.*

Nelson Leaf's Oldtimers Hockey Club

Name of Individuals

*Dan Maglio/Tony Maida

Purpose of Presentation / Describe specific action you are requesting the Commission/Committee to take:

The Nelson Leaf's Oldtimers Hockey Club respectfully requests that the Nelson & District Recreation Commission No. 5 restore and maintain the Club's longstanding Monday evening ice allocation beginning at 8:30 p.m. for the 2026/2027 hockey season.

The Club's Monday evening ice time is a Nelson hockey tradition dating back more than 50 years. A local Nelson Daily News article from 1997 provides contemporaneous evidence of the Nelson Maple Leafs Oldtimers using the Civic Centre Arena on Monday evenings at *8:45 p.m.*

For the 2026/2027 season, the Club originally received a 9:45 p.m. Monday allocation and appealed that decision. Following a meeting with RDCK staff, General Manager of Community Services Trisha Davison wrote to the Club on July 23, 2026, advising that RDCK had reviewed the matter and anticipated moving the Old Timers to an earlier start time, **likely with an ice time starting at 8:30 or 8:45pm.**

The Club subsequently received and signed its 2026/2027 ice contracts, with the Monday allocation established at *8:30 p.m.*, running from October 19, 2026 through March 8, 2027.

The Club has since learned that its 8:30 p.m. Monday ice time has been reallocated to a regional U18 team and that the Oldtimers have been moved to 9:45 p.m.

The Club is not requesting additional ice time or preferential treatment. We are requesting that the longstanding status quo be maintained.

We respectfully ask the Commission to restore the Nelson Leaf's Oldtimers Hockey Club to its Monday evening 8:30 p.m. ice allocation for the 2026/2027 hockey season.

Protecting a Nelson Hockey Tradition

Nelson Leaf's Oldtimers Hockey Club

OUR REQUEST: RESTORE THE MONDAY 8:30 P.M. ICE TIME

A longstanding Monday evening allocation • more than 50 years of continuity

September 29, 2026 • Nelson & District Recreation Commission No. 5

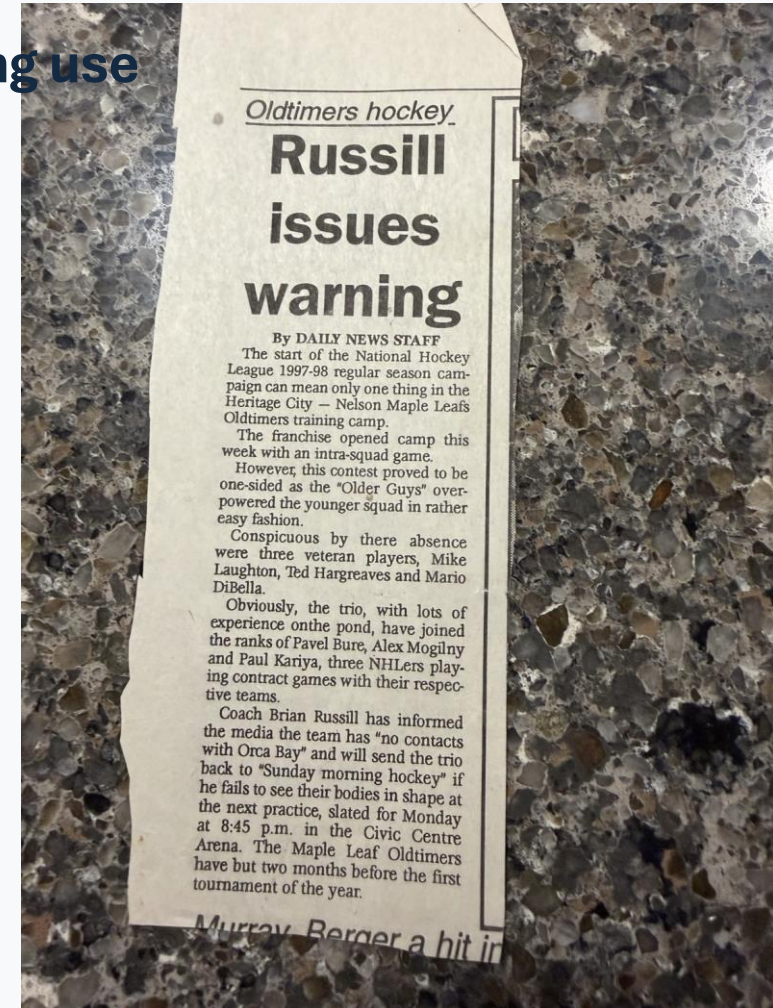
This is not a new request — it is a longstanding tradition

1997

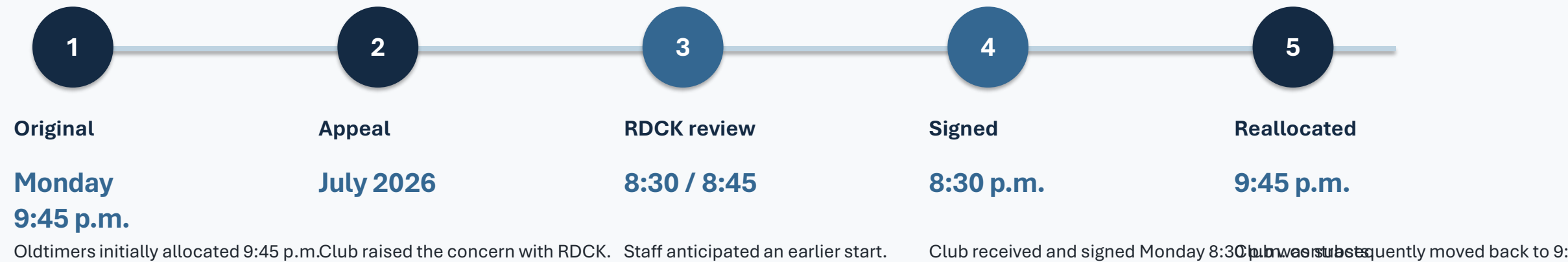
Contemporaneous proof of Monday evening use

- The Nelson Daily News reported on the Nelson Maple Leafs Oldtimers training camp.
- The article specifically identifies the next practice as Monday at 8:45 p.m. in the Civic Centre Arena.
- This provides contemporaneous evidence that Monday evening Oldtimers ice was established decades ago.

Monday evening ice is part of the Club's identity and continuity in Nelson.



What happened for the 2026/2027 season?



The Club is not asking for additional ice. We are asking to preserve the 8:30 p.m. allocation that was issued in the contracting process.

RDCK's own allocation framework supports a continuity discussion

HISTORICAL BOOKING

RDCK identifies historical booking as one factor in ice allocation.

TIME-OF-DAY FIT

RDCK notes adults are generally more suited to daytime/evening ice, while youth can more readily use mornings, afternoons and weekends.

RECENT CONTINUITY

RDCK's 2026 report records that Old Timers had consistent 8:30 p.m. Monday ice in 2025/2026.

This request is about continuity, suitability and a practical status quo — not preferential treatment.

Our request to the Commission

RESTORE THE MONDAY 8:30 P.M. ICE ALLOCATION

1

NO ADDITIONAL ICE

We are not asking RDCK for more total ice.

2

NO PREFERENCE

We are not asking to be treated more favourably than other users.

3

PRESERVE THE STATUS QUO

We are asking to maintain a longstanding Monday evening allocation.

Through the Chair: We respectfully ask the Commission to restore the Nelson Leaf's Oldtimers Hockey Club to Monday at 8:30 p.m. for the 2026/2027 hockey season.



Commission Report

September 29, 2026

Nelson & District Community Complex: Old Timers Ice Allocation Appeal

Author: Trisha Davison, General Manager of Community Services
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 Commission receive the delegation from the Nelson Old Timers Hockey Association for information;

And Further that the Commission uphold the 2026/2027 ice allocation schedule as revised based on Commission's direction from the August 26, 2026 Commission meeting.

That the concerns raised through the appeal be considered as part of the ongoing review of Recreation Allocation Policy No. 500-01-09 and associated allocation procedures.

2.0 BACKGROUND/HISTORY

Primary Issue

The purpose of this report is to provide the Commission with information regarding an appeal submitted by the Old Timers Hockey group respecting the 2026/27 ice allocation process.

A summary of the allocation process and subsequent appeals is provided below:

- 2025/26 Ice Season – Old Timers Hockey was initially allocated a 9:30 p.m. ice time during the annual allocation process. Subsequent schedule adjustments resulting from unused ice released by Nelson Minor Hockey Association (NMHA) allowed the group to utilize an 8:30 p.m. Monday ice time for much of the season.
- 2026/27 Allocation Meetings – During the annual allocation process, Old Timers Hockey was presented with a schedule that included a 9:45 p.m. Monday ice time. The group expressed concerns regarding the late start time and subsequently appealed the allocation decision to the General Manager of Community Services.
- July 8, 2026 – Staff met with representatives of Old Timers Hockey and reviewed the appeal. Consideration was given to historical usage, facility capacity, competing requests, allocation priorities, and opportunities to optimize overall facility utilization. Following the review, staff directed adjustments to the allocation schedule which resulted in Old Timers Hockey being assigned an earlier evening ice time.
- July and August 2026 – Following implementation of the revised schedule, NMHA appealed the allocation decision, raising concerns regarding the application of the Recreation Allocation Policy and the reassignment of ice from youth programming to accommodate an adult user group.

- August 26, 2026 Recreation Commission Meeting – The Commission considered the NMHA appeal and directed staff to maintain the allocation as originally determined through the allocation process and further directed staff to undertake a review of Recreation Allocation Policy No. 500-01-09 and associated allocation procedures.
- September 2026 – Following the Commission decision, staff revised the ice schedule and communicated the changes to affected user groups. These changes included returning a regional youth hockey program, the Crusaders, to a Monday evening ice slot. As a result, Old Timers Hockey returned to the later Monday evening ice time that had originally been assigned through the allocation process.

Old Timers Hockey Appeal

In their appeal, Old Timers Hockey notes that the group has historically occupied a Monday evening ice time in the approximate 8:30 p.m. time slot for several decades. The group submits that historical use should be given greater consideration within the allocation process and is requesting that an earlier Monday evening ice time be restored.

It is important to note that this appeal is not related to the total quantity of ice allocated to the group. Rather, the appeal is specifically related to the timing of the allocation and whether historical use of a particular ice slot should outweigh other allocation considerations identified in the Recreation Allocation Policy.

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.

As with other major recreation facilities operated by the RDCK, ice allocations at the Nelson and District Community Complex and Nelson Civic Arena occur annually. Throughout this process, staff work collaboratively with user groups to maximize facility utilization while balancing competing demands for limited prime-time ice inventory. Operational factors, facility availability, and changing community demand can require adjustments to historical schedules from year to year.

The ice allocation process follows the principles established within the Policy. In determining allocations, staff consider a variety of factors, including:

- Standards of play through Provincial and 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 does not assign precedence to any one allocation factor. Rather, staff are required to consider all relevant factors collectively when developing allocation schedules and balancing competing requests for limited facility inventory.

A key objective of the allocation process is to optimize use of available facility inventory. This includes maximizing utilization of available ice hours while ensuring that available times are assigned in a manner that is appropriate to the nature of the user group and program being delivered.

While allocation priority is an important consideration, the Policy also requires staff to apply practical scheduling principles when assigning ice. For example, youth users are generally better positioned to utilize morning, after-school, and weekend ice opportunities, while adult users are often more suitably scheduled during daytime and evening hours. The allocation process therefore seeks to balance allocation priorities with suitability of use, historical allocations, operational considerations, and overall facility optimization.

Commission Direction

At its August 26, 2026 meeting, the Commission directed staff to undertake a review of Recreation Allocation Policy No. 500-01-09 and associated allocation procedures. Through the NMHA appeal, questions were raised regarding the interpretation of historical booking, facility optimization, allocation priorities, and the balancing of prime-time and non-prime-time inventory. The current appeal from Old Timers Hockey raises similar considerations and provides additional context for the policy review currently underway.

3.0 PROBLEM OR OPPORTUNITY DESCRIPTION

The primary issue raised through this appeal is not whether historical booking is a consideration within the Recreation Allocation Policy, but rather how historical booking should be weighed against other policy factors when competing interests exist.

The Recreation Allocation Policy identifies a number of factors that staff must consider when allocating recreation facilities, including allocation priority, suitability and appropriateness to time of day, historical booking, program requirements, and total facility capacity. The Policy, however, does not explicitly assign greater weight or precedence to any individual factor. As a result, differing interpretations can arise regarding how these considerations should be balanced when multiple groups seek access to the same limited prime-time inventory.

In this case, the Old Timers Hockey appeal places significant emphasis on the group's long-standing historical use of a Monday evening ice slot. At the same time, previous appeals related to the same schedule have emphasized allocation priority, youth programming considerations, and the optimization of available ice inventory. The Commission is therefore being asked to consider not only the specific allocation being appealed but also the broader question of how competing policy objectives should be balanced.

A related consideration is the role that facility optimization should play in the allocation process. The Policy seeks to maximize the public benefit derived from recreation facilities; however, questions remain regarding the extent to which optimization of underutilized inventory should influence allocation decisions when doing so impacts historical schedules or preferred ice times. The current appeal provides another example of the tensions that can arise between historical use, allocation priorities, and maximizing overall public benefit.

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 revised based on the direction of Commission for the August 26, 2026 meeting. Ice is a limited resource and therefore it makes it very challenging to satisfy the interests and requests of all users. The domino effect of the impacts to changes will continue to be challenging to manage otherwise.

Part 2 (already recommended at the August 26 Commission meeting)

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 from a staff time perspective. The Old Timers may choose not to rent the ice at all if there is not an available ice time that meets their needs. This would result in a potential loss of revenue.

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: Revert back to the previous schedule that focused on optimizing use of the facility.

5.1 Financial Considerations of the Alternative Solution(s)

There are no specific financial considerations with the proposed solution. Staff time can be allocated to this priority. Other groups may choose to not rent the ice if there is not an available ice time that meets their needs. This would result in a potential loss of revenue. Further, the ice season has already begun and renters have organized their groups based on the ice contracts they have been provided.

5.2 Risks with the Alternative Solution(s)

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

This will mean staff change the schedule and then administer the revisions. This is time consuming and can create various customer relation challenges.

5.4 Public Benefit and Stakeholder Engagement of Proposed Solution

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

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: Leave the revised ice allocation for 2026/2027 ice season unchanged and continue to use the feedback gathered in this process to make recommended amendments to the Allocation policy.

Recommendation:

That the Commission receive the delegation from the Nelson Old Timers Hockey Association for information;

And Further that the Commission uphold the 2026/2027 ice allocation schedule as revised based on Commission's direction from the August 26, 2026 Commission meeting.

That the concerns raised through the appeal be considered as part of the ongoing review of Recreation Allocation Policy No. 500-01-09 and associated allocation procedures.

Option 2: Revert back to the previous ice schedule that aimed to optimize facility usage.

Recommendation:

This option is not recommended.

8.0 RECOMMENDATION

That the Commission receive the delegation from the Nelson Old Timers Hockey Association for information;

And Further that the Commission uphold the 2026/2027 ice allocation schedule as revised based on Commission's direction from the August 26, 2026 Commission meeting.

That the concerns raised through the appeal be considered as part of the ongoing review of Recreation Allocation Policy No. 500-01-09 and associated allocation procedures.

Respectfully submitted,



Trisha Davison, General Manager of Community Services

CONCURRENCE

Regional Manager of Operations & Asset Management – Craig Stanley *C.S.*

Regional Manager of Recreation & Client Services – Kristi Calder *K.C.*

ATTACHMENTS:

Attachment A – NDCC NMHA Ice Allocation Appeal Staff Report (August 26, 2026)

Attachment B - 500-01-09 Recreation Allocation Policy



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 tot eh 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.

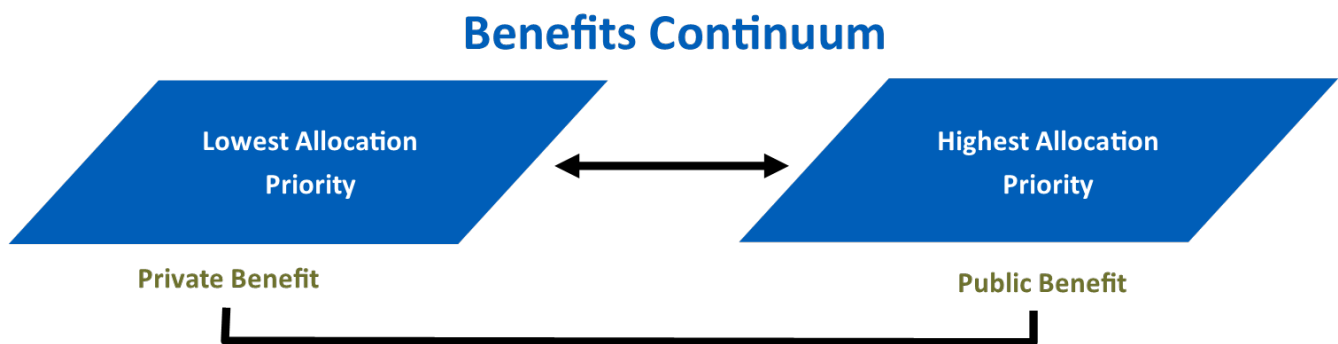


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- b. **RDCK Programs:** Uses where an individual or group of individuals pre-commits to a series of uses through a registration process. The program is typically characterized by having a leader, or instructor who teaches or leads. Sometimes they are 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

September 29, 2026

Nelson & District Quarterly Programming Update

Author: Tia Wayling, Regional Programming Manager
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 is to provide an overview of Summer (July and August) 2026 programming with year-to-date statistics for Nelson & District (S226).

2.0 BACKGROUND AND UPDATE

Programming Overview & Financials

Overall, programming budgets continue to track as planned and remain consistent with 2025. The charts below illustrate the total budgeted amounts for each program area (shown in dark shading), alongside the portion of the budget expended to date (shown in lighter shading).

Recreation

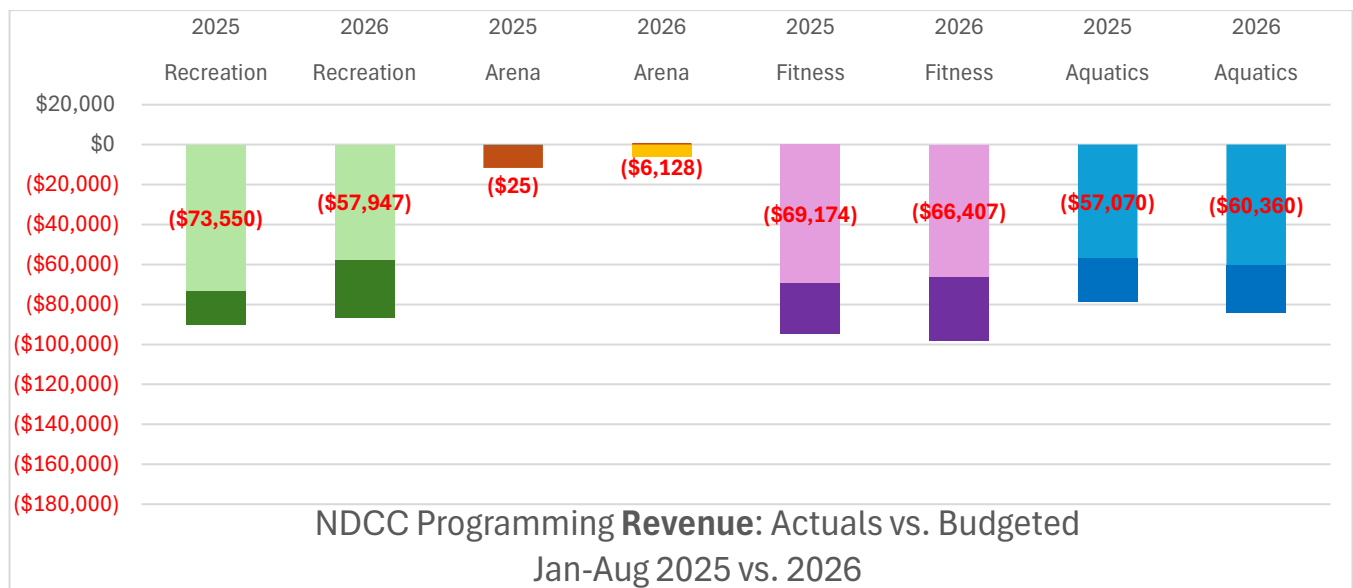
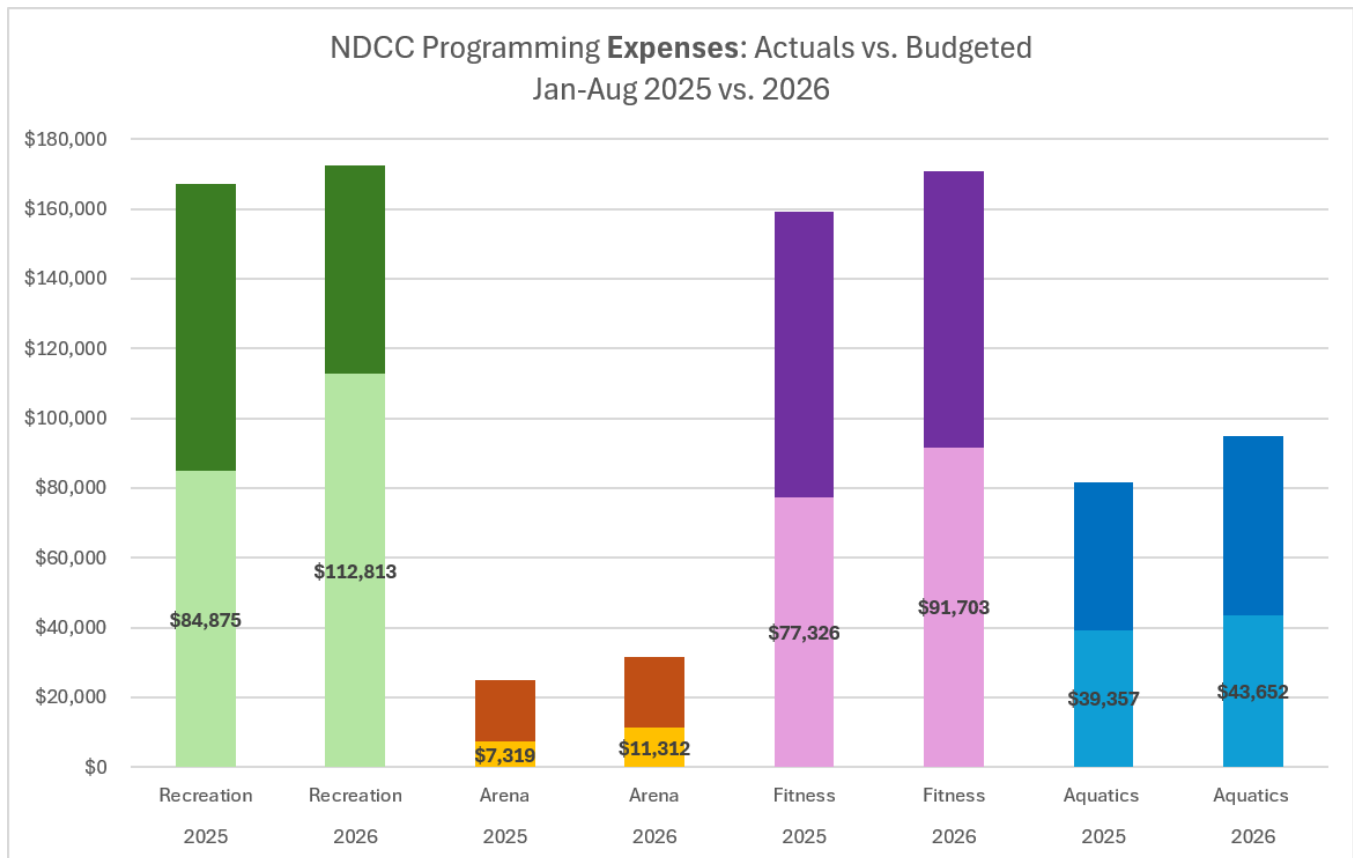
Summer camps operated over nine weeks in 2026, with only one cancellation, reflecting a significant improvement in camp cancellations compared to 4 cancellations in 2025. While the average participation dropped from 12 to 10 children, parent feedback remained overwhelmingly positive, with one parent noting, *“My kids both loved it and even asked for more weeks at summer camp... The camp counsellors were amazing, so engaged and fun.”* Staff and participant feedback also highlighted strong relationship-building, increased camper confidence, and continued demand for specialized camp offerings, while operational challenges included wildfire smoke impacts and lower attendance at some off-site locations like Taghum Hall.

Fitness

Fitness programs continued to grow steadily over summer, with Included with Admission fitness programs increasing attendance by 52%, from 527 to 802 total visits. Aquafit experienced the strongest growth, with attendance increasing by 92% from 279 to 535 visits and a rise in average participation. Pre-registered fitness offerings expanded from four to seven programs, though average registrations decreased from 11 to 8.6 participants per program.

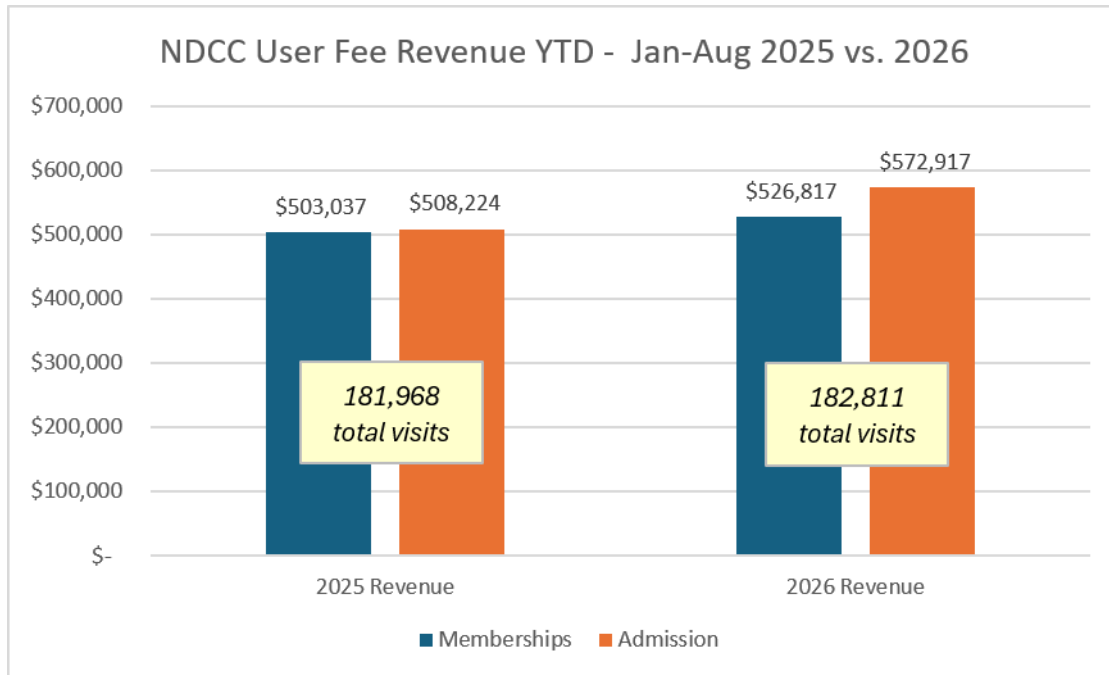
Aquatics

The NDCC delivered swim lessons to 98 children this summer, similar to that of 2025. Swim lesson offerings are meeting community demands, with a few less cancellations.



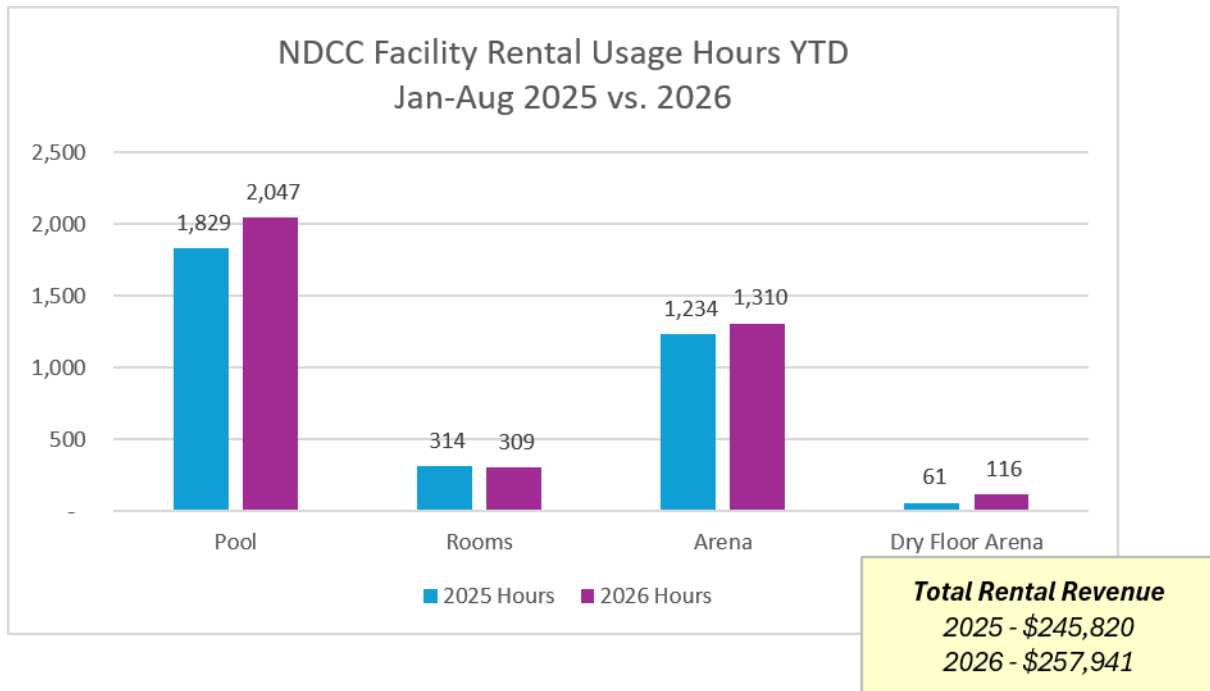
User Fees

Summer general admission increased across all age groups by 18% compared to the previous two summers, indicating strong, consistent use of general admission opportunities. Membership scans were also 2% higher than in prior years, demonstrating continued engagement from both casual users and regular facility visitors. This reflects increased demand for general admission services and emphasizes the importance of maintaining accessible, flexible recreation opportunities for the community. Staff will continue to monitor participation trends through the fall to better understand ongoing usage patterns and service needs.



Facility Rentals

Overall facility rental usage remained consistent with previous years across most spaces. Dry floor arena rentals increased significantly, driven by recurring bookings from roller derby and lacrosse organizations. Lacrosse relocated to the NDCC for the summer because of the renovations in the Castlegar arena.



3.0 NEXT STEPS AND TIMELINE

Staff will continue with the following work:

- Review summer camps for 2027 with a highlight of finding in-town indoor locations, continuation of specialized camps, and improvements to camp leader training
- Staff will continue to monitor program and general admission patterns through fall

Respectfully submitted,

Tia Wayling – Regional Programming Manager

CONCURRENCE

General Manager of Community Services – Trisha Davison

Regional Manager, Operations & Asset Management – Craig Stanley

Regional Manager, Recreation & Client Services – Kristi Calder



Commission Report

September 29, 2026

Nelson and District Community Complex Concession Agreement

Author: Craig Stanley – Regional Manager Operations and Asset Management
File Reference: 01-0520-50-REC5
Electoral Area/Municipality: Nelson, Area E, Area F
Services Impacted: Service S226

1.0 STAFF RECOMMENDATION

That the Board approve the RDCK enter into negotiations for a concession services agreement at the Nelson and District Community Complex with the Nelson Leafs Hockey Society commencing on November 1, 2026, and ending on August 31, 2027, with the option to extend for two one-year periods, AND FURTHER;

That the Board Chair and Corporate Officer be authorized to execute the agreement.

2.0 BACKGROUND/HISTORY

Finding a food services operator for the NDCC concession has been a challenge since the pandemic. The ideal operator is a business or society that will utilize the modestly outfitted commercial kitchen to provide onsite food services on a regular basis, with healthy food choices, according to a schedule that more closely aligns with operating hours for the facility, not only during special events or hockey games, and not only during the ice season.

Staff posted a request for proposals for the concession and received two proposals, from the Nelson Leafs (the Leafs) and from GSL Group (GSL) who operate concessions in ice arenas and multiplex facilities in the lower mainland and the Okanagan.

The evaluation criteria posted in the RFP included:

- **Proponent Experience and Qualifications**
Assessment of the proponent's relevant experience, demonstrated capacity, and past performance in similar operations
- **Service Delivery Approach**
Evaluation of the proposed operating model, staffing plan, hours of operating, and ability to deliver consistent and reliable service for regular operations and special events
- **Menu Quality and Food Offering**
Assessment of the quality, variety, and suitability of the proposed menu, including healthy and nutritious options
- **Pricing and Value to Patrons**
Evaluation of pricing structure, affordability, and overall value offered to facility users

- **Financial Proposal/Operating Fee**
Assessment of the proposed operating fee payable to the RDCK, including overall financial viability and clarity of the proposal
- **Innovation and Added Value**
Consideration of value-added components such as enhanced service offerings, community partnerships, sustainability initiatives, or other innovative approaches

Staff evaluated the proposals and determined that GSL was the best value for the RDCK. They scored much higher on average when compared to the other proposal. The best value was determined by GSL's experience, their food service model, and their proposed hours of operation. Staff followed up with GSL and the Leafs to clarify the proposed operating fees – what the operator would pay per month for use of the kitchen. GSL proposed a fee of \$500 per month year-round, and the Leafs proposed up to \$750 per month during the ice season.

At the August 2026 RDCK Board meeting the Board passed resolution #444/26 which read as follows:

“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.”

Staff worked to administer this agreement, but ultimately the proponent, GSL Group, withdrew from the process in early September.

3.0 PROBLEM OR OPPORTUNITY DESCRIPTION

After the GSL Group withdrew from the contract process, staff considered options to provide concession services keeping in mind that the procurement policy allowed for discussions with the next best value proposal, which was submitted by the Leafs. The options also included posting another RFP to test the market for a concession operator.

As a first step, staff met with the Leafs on September 8, 2026, to discuss their proposal. At that meeting the Leafs indicated that they would be interested in operating the NDCC concession for their events and other special events at the NDCC, similar to the terms of the proposal. They indicated they would be willing to pay up to \$500 per month for the operating fee (rent) and that they did not want to allow other groups to use the concession if the Leafs were unable to deliver services at certain events during the year.

This proposal for a reduced service level is not ideal for the RDCK. The concessions in Creston and Castlegar currently have operators who provide food and beverage services on a consistent and scheduled basis. They pay up to \$1,300 per month and provide a wide variety of food and beverage options. Even though the NDCC concession is not as well-outfitted as those concessions, i.e. storage, counter space, cooking capacity and capabilities, the ideal offering at the NDCC would be commensurate with the business hours of the NDCC not just special events.

Staff don't anticipate that posting another RFP would yield any more or better proposals now or in the near future. In lieu of other proponents making submissions, there are few options available to ensure food and

beverage services are delivered for the upcoming ice season. In the meantime, the Nelson Leafs are renting the concession on an hourly basis during their hockey games/events.

3.1 Alignment to Board Strategic Plan

This recommendation aligns with the following Board Strategic priorities:

- Organizational Excellence
- Manage our Assets in a Fiscally Responsible Manner

3.2 Legislative Considerations

The Concession Services Agreement requires Board approval regardless of the term or length of the agreement.

3.3 What Are the Risks

The risks associated with not operating the concession outweigh those of leaving it temporarily idle. Food service is a traditional and integral component of a multiplex recreation facility and contributes to the overall user experience.

Food service is a requirement of the liquor primary license that the RDCK has in place at the NDCC. Without concession services, food will need to be provided through other means.

4.0 PROPOSED SOLUTION

Staff are recommending that the concession services agreement be awarded to the Nelson Leafs from November 1 2026 to August 31, 2027 with the option to renew for two additional years, provided the service levels are adequate and the feedback from the community supports continuing the arrangement. Staff would bring a report back to the Commission in the spring with an assessment of service delivery.

4.1 Financial Considerations of the Proposed Solution

The operating fee/rent will be \$500 per month.

4.2 Risks with the Proposed Solution

Entering into an agreement with the Leafs could lead to a gap in service for other users of the facility. Ideally a regular schedule of concession services would be available but the Leafs are proposing only offering services during special events.

Offering the Leafs a longer-term agreement could lead to losing opportunities to procure the service of another concession operator who may be able to provide more value to the RDCK.

4.3 Resource Allocation and Workplan Impact

This arrangement will have no impact on the current workplan or service delivery model for community services.

4.4 Public Benefit and Stakeholder Engagement of Proposed Solution

Food service at the NDCC will benefit the users of the NDCC during special events. Staff will seek feedback from the patrons of the NDCC to determine if food and beverage services are adequate.

4.5 Leveraging Technology

N/A

4.5 Measuring Success

The concession operation needs to provide consistent food and beverage services for the patrons at the facility. Feedback from the patrons about the quality of the food and the availability and consistency of the service will be taken into consideration. Staff will bring a report to the Commission assessing the food and beverage service delivery including noting total events supported, total hour of operation, and anecdotal feedback and/or survey results.

5.0 ALTERNATIVE SOLUTION(S)

Alternative solutions are as follows:

1. Post another RFP for concession services
2. Enter into a short-term agreement with the Nelson Leafs with no option to renew and direct staff to procure concession services in the spring 2027.

5.1 Financial Considerations of the Alternative Solution(s)

1. Loss of revenue during periods when the concession is not rented.
2. This could result in higher cost recovery

5.2 Risks with the Alternative Solution(s)

1. Positing a public RFP for concession services could lead to no proposals being submitted during a time when concession services are desired.

5.3 Resource Allocation and Workplan Impact

Both alternate solutions are within the current staff workplan.

1.4 Public Benefit and Stakeholder Engagement of Proposed Solution

1. The public are engaged when the concession operation is available for procurement. Public feedback on the concession operation is received from time to time.
2. The ultimate goal of providing consistent services could be achieved. Staff will seek feedback from the patrons of the NDCC to determine if food and beverage services are adequate.

6.0 OPTIONS CONSIDERED BUT NOT PRESENTED

That the commercial kitchen be decommissioned.

7.0 OPTIONS SUMMARY

Preferred Option – Enter into a one-year agreement with the option to renew for two additional one-year terms.

Pros

- Food services will be available during special events
- Allows time to develop a strong relationship with the concession operator.

Cons

- Rent set at \$500 may not recover all costs.
- The additional years of the agreement would need to be approved by the Commission and the Board and this would be after careful analysis of the service levels

Alternate Option 1 – Post public RFP for concession services

Pros

- Could result in better value for the RDCK

Cons

- The delay could lead to gap in services during the ice season
- Could ultimately lead to there being no concession operator

Alternate Option 2 – Enter into a short-term agreement with the Nelson Leafs with no option to renew and direct staff to procure concession services in the spring 2027.

Pros

- The concession would operate during the ice season
- This could result in better value for the RDCK

Cons

- The relationship with the Nelson Leafs could be impacted
- The concession would not operate from the end of the ice season until the procurement process was completed

8.0 RECOMMENDATION

That the Board approve the RDCK enter into negotiations for a concession services agreement at the Nelson and District Community Complex with the Nelson Leafs Hockey Society commencing on November 1, 2026, and ending on August 31, 2027, with the option to extend for two one-year periods, AND FURTHER;

That the Board Chair and Corporate Officer be authorized to execute the agreement.

Respectfully submitted,



Craig Stanley – Regional Manager – Operations and Asset Management

CONCURRENCE

Facility Manager - Anne Gillender



General Manager Community Services – Trisha Davison



Regional Manager, Recreation and Client Services – Krisit Calder





Commission Report – Financial Plan Amendment

Service S226 Centre Financial Plan Amendment

Author: Craig Stanley, Regional Manager – Operations and Asset Management
File Reference: 01-0520-50
Electoral Area/Municipality: NELSON, AREA F, DEFINED AREA E
Services Impacted: S226

1.0 REASON FOR FINANCIAL PLAN AMENDMENT

In the S226 2026 Financial Plan, a \$15,000 expense for a used fleet vehicle, was allocated in account 55050 Vehicles. This should have been allocated to Transfer to Other Service. This fleet vehicle was to have been disposed of from RDCK Parks Service, and through RDCK disposition practices, allocated to S226. The 2026 financial plan for Service A104 (Parks Administration) includes the transaction as shown:

Account 4550 Transfer from Other Service Work Order OVR174-100 \$15,000

The current vehicle at the NDCC is a 2002 Toyota Tacoma with more than 174,000 km. This unit is used sparingly and only as an in town run about, but has been experiencing repeated maintenance issues and is past due for replacement. Replacement with a new vehicle of similar size and capacity is more than \$50,000. A good used vehicle is a sound financial and operational option.

The fleet vehicle from RDCK Parks is a used Toyota Tacoma, 2013 model year with 250,000 km and in very good condition. Current market value for this vehicle is between \$15,000 and \$20,000. This will support the services S226 for up to 10 years based on how little they use vehicles.

2.0 ACCOUNTS IMPACTED AND DOLLARS

The accounts impacted are as follows:

- Decrease Account 55050 Vehicles OVR116-100 by \$15,000
- Increase Transfer to Other Services OVR174-100 by \$15,000

3.0 RECOMMENDATION

That the Board approve an amendment to the 2026 Financial Plan for Service S226 Recreation Facility-Nelson and Areas F and Defined Area E to Decrease Vehicles expense by \$15,000 and to Increase Transfer to Other Services expense by \$15,000.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "C. Stanley".

Craig Stanley – Regional Manager, Operations and Asset Management

CONCURRENCE

General Manager of Community Services – Trisha Davison 
General Manager of IT, Procurement, and Finance – Yev Mallof – Digitally Approved