Regional District of Central Kootenay

ALL RECREATION COMMITTEE

Open Meeting Agenda

Date: Wednesday, October 28, 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/93352429697?pwd=cUVdMZU1Y852pq98v87ico4aCNWqXs.1

   Join by Phone:

   833 958 1164 Canada Toll-free

   *6 to unmute or mute
   *9 to raise or lower your hand

   Meeting ID: 933 5242 9697
   Meeting Password: 844364

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

2. **CALL TO ORDER**

   Chair McFaddin 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 October 28, 2026 All Recreation Committee meeting be adopted as circulated.

5. RECEIPT OF MINUTES

4 - 8

The June 24,2026 All Recreation Committee minutes, have been received.

6. DELEGATE

There are no Delegates scheduled for this Committee meeting.

7. STAFF REPORTS

7.1 Community Services Recreation Allocation

9 - 13

The Committee Report dated October 28, 2026 from Trisha Davison, General Manager of Community Services, re: Community Services Recreation Allocation, has been received.

RECOMMENDATION:
That the Board approve the establishment of a Recreation Allocation Policy Review Working Group comprised of RDCK Community Services staff and one (1) representative from each of the following: the Castlegar & District Recreation Commission, the Nelson & District Recreation Commission, and the Creston Valley Shared Services Committee, for the purpose of reviewing Recreation Allocation Policy No. 500-01-09 and bringing forward recommendations to the All Recreation Committee in spring 2027.

7.2 Operation of Unstaffed Indoor Fitness Oriented Recreation Facilities Policy

14 - 25

The Committee Report dated October 28, 2026 from Trisha Davison, General Manager of Community Services, re: Operation of Unstaffed Indoor Fitness Oriented Recreation Facilities Policy, has been received.

RECOMMENDATION:
That the Board adopt Policy Number 500-02-12 Operation of Unstaffed Indoor Fitness Oriented Recreation Facilities effective immediately.

7.3 Programming Projects Overview

26 - 30

The Committee Report dated October 28, 2026 from Tia Wayling, Regional Programming Manager, re: Programming Projects Overview has been received.

7.4 Regional Parks Enhancement Program Update

31 - 32

The Committee Report dated October 28, 2026 from Craig Stanley,

Regional Manager of Operations & Asset Management, re: Regional Parks Enhancement Program Update has been received.

8. NEW BUSINESS

8.1 2027 All Recreation Committee Meeting Dates

The Committee to discuss the 2027 All Recreation Committee Meeting Schedule with the proposed dates of:

- Wednesday, April 7, 2027
- Wednesday, June 23, 2027
- Wednesday, October 27, 2027

With the proposed meeting time being held at 9:00a.m.

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 All Recreation Committee meeting is to be determined.

11. ADJOURNMENT

RECOMMENDATION:

The All Recreation Committee meeting be adjourned at [Time].

REGIONAL DISTRICT OF CENTRAL KOOTENAY

ALL RECREATION COMMITTEE
OPEN MEETING MINUTES

9:00 A.M.
June 24, 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).

COMMITTEE MEMBERS

Committee Member G. Jackman	Electoral Area A	In-Person
Committee Member R. Tierney	Electoral Area B	Online
Committee Member K. Vandenberghe	Electoral Area C	Online
Committee Member A. Watson	Electoral Area D	Online
Committee Member H. Cunningham	Electoral Area G	Online
Committee Member W. Popoff	Electoral Area H	In-Person
Committee Member A. Davidoff	Electoral Area I	Online
Committee Member H. Hanegraaf	Electoral Area J	Online
Committee Member T. Weatherhead	Electoral Area K	Online
Committee Member M. McFaddin	Castlegar	In-Person
Committee Member A. DeBoon	Creston	Online
Committee Member A. McLaren-Caux	Nakusp	Online
Committee Member K. Page	City of Nelson	In-Person
Committee Member D. Lockwood	Village of Salmo	In-Person
Committee Member T. Gordon	Village of Silverton	Online
Committee Member J. Lunn	Slocan	Online

MEMBERS ABSENT

Committee Member C. Graham	Electoral Area E
Committee Member T. Newell	Electoral Area F
Committee Member S. Hewat	Kaslo
Committee Member L. Casley	New Denver

STAFF

Trisha Davison	General Manager of Community Services
Craig Stanley	Regional Manager – Operations & Asset Management
Sarah Fuhr	Communications and Community Engagement Lead
Mark Crowe	Regional Park and Trails Planner
Tia Wayling	Regional Programming Manager
Stuart Horn	Chief Administrative Officer

Cary Gaynor	Regional Parks and Trails Manager
Alana Jenkins	Meeting Coordinator

16 out of 20 voting Commission/Committee members were present – quorum was met.

1. CALL TO ORDER

Chair McFaddin 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 June 23, 2026, All Recreation Committee meeting, be adopted as circulated with the inclusion of item 6.7 - Community Works Grant Applications Flowing Through Recreation Commissions.

Carried

4. RECEIPT OF MINUTES

The April 1, 2026, All Recreation Committee minutes, have been received.

5. DELEGATE

There are no Delegates scheduled for this Committee meeting.

6. STAFF REPORTS

6.1 Unstaffed Fitness Facility Policy Development

The Committee Report dated June 24, 2026 from Trisha Davison, General Manager of Community Services, re: Unstaffed Fitness Facility Policy Development, has been received. Key notable discussion points included:

- A review of the current situation and proposed solutions.
- Staff hours and the difference in administrative availability to users in various communities.
- How the policy will be enforced.
- The potential for larger facilities to be open 24 hours in the future.

Moved and seconded,
AND Resolved that it be recommended to the Board:

That the Board direct staff to prepare a draft policy regarding unstaffed indoor fitness recreation facilities.

Carried

6.2 The Regional Parks, Trails & Water Access Strategy is Ready for Public Review

The Committee Report dated June 24, 2026 from Mark Crowe, Regional Parks Manager, re: The Regional Parks, Trails & Water Access Strategy is Ready for Public Review, has been received.

MEMBER PRESENT: Committee Member DeBoon joined the meeting at 9:22 a.m.

Key notable discussion points included:

- An overview of the process of obtaining public review, how the feedback will be processed and incorporated into the Strategy.
- Suggestions for improving communications regarding the Pop-Up Events.
- Request for site specific feedback to be passed along to Area Directors.

6.3 Community Services Parks Update

The Committee Report dated June 24, 2026 from Trisha Davison, General Manager of Community Services, re: Community Services Parks Update, has been received. Key notable discussion points included:

- Concerns regarding the disproportionate effort to secure funding in some areas, resulting in perceived taxation inequities.
- Clarification was requested on the criteria used to determine changes in service levels and how recommended service levels compare to current service delivery.
- The Committee requested potential taxation impacts be included in the report.
- The role of community groups in maintaining assets and how their contributions should be reflected when assessing service level requirements and prioritization.

6.4 Community Services Projects Overview

The Committee Report dated June 24, 2026 from Tia Wayling, Regional Programming Manager, has been received. Key notable discussion points included:

- An overview of the Program Costing Analysis and the Program Costing Rationale Document drafted for pre-registered programming.
- The potential for increasing the level of service when existing capacity is reached.
- Ongoing challenges in recruiting and keeping instructors on staff.
- An overview of the Allocation Review Project and the Allocation Procedures Document updates.

MEMBER ABSENT: Committee Member Lunn left the meeting at 10:14 a.m.

- A review of the revised scoring matrix.
- A review of the updated Minimum public pool space commitments.

MEMBER PRESENT: Committee Member Lunn joined the meeting at 10:19 a.m.

- Online Ice availability and the pilot project happening at NDCC and the Civic Arena allowing users to view potential booking times up to 15 days in advance.
    - Target launch of August 15th

- Potential to expand to Creston and Castlegar in the future.

RECESS/ RECONVENE The meeting recessed at 10:30 a.m. for break and reconvened at 10:40 a.m.

6.5 Asset Management Update

The Committee Report dated June 24, 2026 from Craig Stanley, Regional Manager of Operations and Asset Management, re: Asset Management Update, has been received. Key notable discussion pointed included:

- Ongoing efforts to regionalize practices.
- The need for more accurate data leading to the deeper investigation and financial analysis currently underway.
- How parks land is included in asset management.
- Whether digital tender documents could include building drawings and if project funding could support staff involvement in developing those materials.
- Assessing the cost and funding eligibility of providing asset management assessments to community halls.

Moved and seconded,
AND Resolved that staff investigate the use of Community Works Funds to support asset management assessments for community halls, providing a report at the next board meeting.

Carried

6.6 Junior Hockey Agreement

The Committee Report dated June 24, 2026 from Craig Stanley, Regional Manager of Operations and Asset Management, re: Junior Hockey Agreements has been received. Key notable discussion points included:

- Efforts to align Facility Use Agreements across all three Junior Hockey Organizations and have them in place by August 1st.
- The rationale, consultation process, and negotiations that informed the proposed agreements.
- Key elements of the draft three-year agreement, including potential budget impacts, fee structures, and ice allocation considerations.
- Consideration of whether a shorter term should be considered for the teams joining a new league given uncertainty.
- Noted the need to review and update the Allocation Policy in the future.
- Discussion of the potential for an Athletic Group rate within the Fees and Charges.
- The staff report being prepared for the board will be added to the July 7th Castlegar and District Recreations Commission meeting agenda.

6.7 Community Works Grant Applications Flowing Through Recreation Commissions

Member Davidoff advised the Committee of his current efforts to provide funding for the construction of a Disc Golf Course in Pass Creek and requested clarification on the process of obtaining Community Works funding for similar projects through local Recreation Commissions. Key notable discussion points included:

- The process for RDCK to apply for Community Works funding.
- Comparisons to previous projects.
- Staff will follow up with Member Davidoff.

7. PUBLIC TIME

The Chair called for questions from the public at 11:35 a.m.

No questions were received.

8. NEXT MEETING

The next All Recreation Committee meeting is scheduled for October 28, 2026, at 9:00 a.m.

9. ADJOURNMENT

MOVED and seconded,
AND Resolved:

The All Recreation Committee meeting be adjourned at 11:35 a.m.

Carried

Digitally Approved

M. McFaddin Chair

RECOMMENDATION(S) TO THE BOARD OF DIRECTORS

1. N/A.

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

Future All Recreation Committee Meetings

1. *That staff investigate the use of Community Works Funds to support asset management assessments for community halls, providing a report at the next board meeting.*
2. *The staff report being prepared for the board regarding Junior Hockey Agreements will be added to the July 7th Castlegar and District Recreations Commission meeting agenda.*

Committee Report

October 28, 2026

Community Services Recreation Allocation: Policy Review Working Group

Author: Trisha Davison, General Manager of Community Services
File Reference: 01-0515-20
Electoral Area/Municipality: Entire RDCK
Services Impacted: S222, S224, S226, S227

1.0 STAFF RECOMMENDATION

That the Board approve the establishment of a Recreation Allocation Policy Review Working Group comprised of RDCK Community Services staff and one (1) representative from each of the following: the Castlegar & District Recreation Commission, the Nelson & District Recreation Commission, and the Creston Valley Shared Services Committee, for the purpose of reviewing Recreation Allocation Policy No. 500-01-09 and bringing forward recommendations to the All Recreation Committee in spring 2027.

2.0 BACKGROUND/HISTORY

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.

Through the administration of the Policy over the past two years, staff have identified several areas where additional clarity would support consistent implementation. Most notably, challenges arose within S226 due to the absence of a clearly defined appeal process and service-level expectations related to matters such as ice allocation optimization. In S222, the loss of an ice sheet highlighted uncertainty regarding the application of certain policy provisions and the need for greater guidance in addressing significant service changes.

At its September 24, 2026 meeting, the Board approved a review of the Community Services Recreation Allocation Policy (No. 500-01-09) and directed staff to bring forward recommendations for consideration by the All Recreation Committee in spring 2027.

3.0 PROBLEM OR OPPORTUNITY DESCRIPTION

The appeal processes that arose in both Nelson and Castlegar required significant staff resources to administer and highlighted areas where additional policy clarity would support more consistent decision-making. In several instances, ambiguity within the Policy led to differing interpretations, resulting in frustration among user groups and increased customer service challenges.

The allocation of arena ice presents unique challenges due to the limited availability of the resource, as only one user group can occupy the space at a given time. By comparison, aquatic facilities can accommodate multiple services and user groups concurrently. Despite these differences, recreation services must balance user group needs with the expectation that the general public maintains reasonable access to facilities.

Drawing on the 2026 allocation and appeal processes in Nelson and Castlegar, as well as historical allocation challenges within aquatic facilities, staff have identified several areas where additional clarity or refinement of the Policy may be beneficial, including:

- A broader definition of "historical booking," supported by practical examples.
- Clarification of the concept and objectives of facility optimization.
- The purpose of collecting core registration data and how that information is considered in allocation decisions.
- Clearer guidance regarding when and how the allocation matrix is applied in decision-making.
- A defined process for handling appeals.
- Direction for resolving situations where two or more user groups receive equivalent allocation scores.
- Clarification of what constitutes appropriate public access or "public time" (specific to pools)
- Guidance regarding the release and reallocation of ice time during a season, including consideration of impacts on other user groups and overall schedule stability.

Considerable effort was invested in developing the Recreation Allocation Policy and ensuring alignment with facility fees and charges policy. Based on experience gained since implementation, staff are not recommending substantial changes to the Policy. Rather, the proposed review is intended to refine and clarify existing provisions to improve consistency, transparency, and ease of administration.

Following completion of the Policy review, the associated allocation procedures would also be updated to ensure consistency between the Policy and its implementation. Staff had already initiated this work prior to the allocation challenges experienced in 2026.

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, any amendments to the Recreation Allocation Policy No. 500-01-09 would 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.

Additional clarity would reduce future conflicts and improve transparency.

4.0 PROPOSED SOLUTION

Recreation facility allocation decisions can be complex and highly impactful to user groups, requiring the careful balancing of competing interests, community benefit, and available facility capacity. Given the significance of these decisions and the potential implications of policy changes, staff recommend that the policy review be supported by a working group consisting of both staff and elected officials.

As the most significant allocation-related challenges have occurred within the RDCK's major recreation complexes, it is recommended that the working group include the following representatives:

- One member from the Castlegar & District Recreation Commission
- One member from the Nelson & District Recreation Commission
- One member from the Creston Valley Shared Services Committee
- General Manager of Community Services
- Regional Manager of Recreation & Client Services
- Regional Manager of Operations & Asset Management

Following the November 19, 2026 Board meeting, each Commission and Committee would be asked to recommend a representative to participate in the working group. The Board would then approve these appointments at their December 2026 meeting.

Through a series of virtual meetings, the working group would review the policy, consider proposed refinements, and provide direction to staff on the development of a revised policy for consideration by the All Recreation Committee in spring 2027.

The involvement of elected officials throughout the review process will help ensure that any proposed revisions reflect both operational realities and governance perspectives. It will also support a shared understanding of the policy's intent and application, helping to strengthen confidence in future allocation decisions and appeal outcomes.

4.1 Financial Considerations of the Proposed Solution

There are no specific financial considerations with the proposed solution from a staff time perspective.

4.2 Risks with the Proposed Solution

The risks to the proposed solution is helping to ensure everyone is on the same page as to the scope of the policy review. It is important that the focus remains on the small improvements that can be made to the policy

to create improved efficiencies and common understanding. A wholesale review is not what is being recommended.

4.3 Resource Allocation and Workplan Impact

Management of facility allocation is already incorporated into the regular roles and responsibilities of recreation staff and forms part of existing departmental work plans. Reviewing and refining the Recreation Allocation Policy to improve administrative efficiency, transparency, and user understanding is considered a priority by staff involved in the allocation process.

As reported at the previous two All Recreation Committee meetings, a review of facility allocation procedures is already underway. As a result, continuing this work through a coordinated review of the associated policy is not anticipated to have significant additional impacts on staff work plans or operating resources.

4.4 Public Benefit and Stakeholder Engagement of Proposed Solution

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)

That staff undertake a policy review and make recommendations to the All Recreation Committee without including elected officials.

5.1 Financial Considerations of the Alternative Solution(s)

There are no specific financial considerations with the alternative solution.

5.2 Risks with the Alternative Solution(s)

Recommendations do not meet political expectations and the policy review gets delayed

5.3 Resource Allocation and Workplan Impact

Not applicable.

5.4 Public Benefit and Stakeholder Engagement of Proposed Solution

A staff-led review may provide a more efficient process for addressing identified policy gaps and improving administrative consistency, transparency, and customer understanding. Stakeholder engagement could occur

through existing governance processes although it would be very inefficient and challenging and would not involve elected officials in the same direct way.

5.5 Measuring Success

That the politicians who adopt the policy request few if any revisions and the policy is adopted.

6.0 OPTIONS CONSIDERED BUT NOT PRESENTED

None.

7.0 OPTIONS SUMMARY

Option 1: Establish a working group of Community Services staff and a political representative from each of the three major recreation commissions to review the policy and make recommendations to the All Recreation Committee in the Spring of 2027.

Recommendation:
That the Board approve the establishment of a Recreation Allocation Policy Review Working Group comprised of RDCK Community Services staff and one (1) representative from each of the following: the Castlegar & District Recreation Commission, the Nelson & District Recreation Commission, and the Creston Valley Shared Services Committee, for the purpose of reviewing Recreation Allocation Policy No. 500-01-09 and bringing forward recommendations to the All Recreation Committee in spring 2027.

Option 2: That Community Services staff conduct a policy review of the Community Services Recreation Allocation policy and make recommendations to the All Recreation Committee in the Spring of 2027.

Recommendation:
This option is not recommended.

8.0 RECOMMENDATION

That the Board approve the establishment of a Recreation Allocation Policy Review Working Group comprised of RDCK Community Services staff and one (1) representative from each of the following: the Castlegar & District Recreation Commission, the Nelson & District Recreation Commission, and the Creston Valley Shared Services Committee, for the purpose of reviewing Recreation Allocation Policy No. 500-01-09 and bringing forward recommendations to the All Recreation Committee in spring 2027.

Respectfully submitted,



Trisha Davison, General Manager of Community Services

CONCURRENCE

Regional Manager of Operations & Asset Management - Craig Stanley
Regional Manager of Recreation & Client Services – Kristi Calder

Operation of Unstaffed Indoor Fitness Oriented Recreation Facilities Policy

Author: Trisha Davison, General Manager of Community Services
File Reference: 01-0515-20
Electoral Area/Municipality: RDCK
Services Impacted S229 & S232

1.0 STAFF RECOMMENDATION

That the Board adopt Policy Number 500-02-12 Operation of Unstaffed Indoor Fitness Oriented Recreation Facilities effective immediately.

2.0 BACKGROUND/HISTORY

On June 24, 2026, the Board considered a report titled *Unstaffed Indoor Facility Policy Development* and passed a resolution directing staff to prepare a draft policy regarding unstaffed indoor fitness-oriented recreation facilities. The report identified the operation of the Crawford Bay Fitness Centre and the New Denver Fitness Centre as unique service delivery models within the Community Services portfolio and noted the need to formalize administrative practices through a Board-approved policy.

The report further identified that these facilities serve small rural communities where the population base and level of use cannot support the cost of continuous onsite staffing and that unstaffed operation has been utilized as a means of maintaining access to recreation services that might otherwise not be available.

Since the June report, staff have undertaken additional research, reviewed current operational practices, consulted with the Municipal Insurance Association, and developed a draft policy intended to provide a consistent framework for the operation of unstaffed indoor fitness facilities. The policy formalizes many existing administrative and operational practices currently in use.

3.0 PROBLEM OR OPPORTUNITY DESCRIPTION

The RDCK currently operates two indoor fitness facilities through an unstaffed service delivery model:

- Crawford Bay Fitness Centre
- New Denver Fitness Centre

The New Denver facility has operated successfully for a number of years and provides important recreation opportunities to the community. More recently in July 2025, the RDCK assumed responsibility of the Crawford Bay fitness centre. In both cases, these rural communities staffing the fitness centres is not operationally or

financially feasible. While operational practices have evolved over time, there is currently no Board-approved policy governing these facilities.

The absence of a policy creates the potential for inconsistent administration and limits the RDCK's ability to clearly communicate service levels, user expectations, risk management practices, and maintenance standards.

The proposed policy establishes a governance framework that:

- Defines the circumstances under which unstaffed operation may be considered.
- Identifies inspection, maintenance, and risk management requirements.
- Clarifies user responsibilities.
- Formalizes administrative and operational practices currently being utilized.
- Provides a framework that could be applied consistently if similar facilities are considered in the future.

3.1 Alignment to Board Strategic Plan

The proposed policy supports the following Board Strategic Priorities:

- **Organizational Excellence** through the establishment of clear governance, service level standards, and operational expectations.
- **Developing Relationships and Partnerships** through continued support of community-based service delivery models in rural communities.
- **Regional Approach to Growth** by recognizing the unique operational requirements of smaller rural service areas while maintaining a consistent decision-making framework across the RDCK.

3.2 Legislative Considerations

The proposed policy supports the RDCK's obligations and responsibilities under various legislative and regulatory frameworks including:

- Occupiers Liability Act;
- Freedom of Information and Protection of Privacy Act;
- Emergency management requirements;
- WorkSafeBC requirements where applicable; and
- Insurance and risk management best practices.

The policy is intended to strengthen administrative consistency and identify the practices used to mitigate risk associated with an unstaffed facility operation.

3.3 What Are the Risks

There are risks associated with the operation of any recreation facility, whether staffed or unstaffed.
The proposed policy does not eliminate these risks; rather, it establishes a framework for managing them through:

- Controlled facility access;
- Active Pass agreements and waivers;
- Regular inspection practices;
- Maintenance procedures;
- User education; and
- Emergency information and response protocols.

The risk of not adopting the policy is that operational practices would continue without Board-approved direction regarding service levels, risk management expectations, and the operation of unstaffed fitness-oriented spaces.

A key reason for bringing this policy forward is to establish clear policy direction governing the operation of unstaffed fitness-oriented spaces. By formalizing service expectations, access requirements, user responsibilities, and risk management practices, the Board is providing strategic guidance on the delivery of this service.

The policy has been developed through a documented review process that considered operational requirements, industry practices, user safety, and available resources. It clearly distinguishes between the Board's role in establishing service levels and risk tolerances, and staff's role in implementing and administering the service on a day-to-day basis.

In staff's opinion, the policy provides a clear and defensible framework for the operation of unstaffed fitness-oriented spaces. It demonstrates that key decisions regarding service delivery, risk management, and resource allocation have been considered and approved by the Board, while establishing appropriate administrative procedures to support implementation and ongoing operations.

4.0 PROPOSED SOLUTION

Staff recommend adoption of the proposed Unstaffed Indoor Fitness Facilities Policy. The proposed policy formalizes current practices rather than introducing significant operational changes for current users of either facility.

4.1 Financial Considerations of the Proposed Solution

No significant financial impacts are anticipated.

The policy largely reflects existing operational practices already in place at both facilities. Existing inspection, cleaning, maintenance, and administrative activities are expected to continue within approved operating budgets. Any costs associated with facility improvements to support the policy implementation will be included as part of annual budget deliberations for each service.

4.2 Risks with the Proposed Solution

There is minimal risk associated with implementing the policy.

The policy formalizes existing operational practices and provides increased clarity around service levels, responsibilities, and administrative processes.

4.3 Resource Allocation and Workplan Impact

No significant workplan impacts are anticipated.

Staff resources required to administer the policy are expected to be accommodated within existing operational responsibilities.

4.4 Public Benefit and Stakeholder Engagement of Proposed Solution

The policy supports the continued availability of fitness services in rural communities while establishing clear expectations regarding facility operation and user responsibilities.

The policy also increases transparency regarding maintenance and inspection expectations and provides users with a better understanding of how service levels are determined.

The proposed policy does not change Active Pass user access or the manner in which users currently access either facility.

4.5 Leveraging Technology

The policy recognizes the use of technology as a component of risk management and facility operation, including:

- electronic access systems;
- security systems;
- remote monitoring tools; and
- electronic inspection and maintenance records.

4.5 Measuring Success

Success will be measured through:

- Continued safe operation of the Crawford Bay and New Denver Fitness Centres.
- Consistent application of the policy framework.
- Clear documentation of inspections and maintenance activities.
- Reduced ambiguity regarding service level expectations and operational responsibilities.
- Continued community access to affordable fitness opportunities in rural service areas.

5.0 ALTERNATIVE SOLUTION(S)

Continue Operations Without a Policy

The Board may choose not to adopt the proposed policy and continue administering the facilities through existing operational practices.

5.1 Financial Considerations of the Alternative Solution(s)

There would be no financial implications.

5.2 Risks with the Alternative Solution(s)

Without a policy, there would continue to be a lack of formal Board direction regarding:

- service levels;
- inspection expectations;
- maintenance practices; and
- user responsibilities.

5.3 Resource Allocation and Workplan Impact

None.

5.4 Public Benefit and Stakeholder Engagement of Proposed Solution

No additional public benefit would be achieved.

5.5 Measuring Success

Not applicable.

6.0 OPTIONS CONSIDERED BUT NOT PRESENTED

No additional options are recommended at this time.

7.0 OPTIONS SUMMARY

Option 1: Adopt the Unstaffed Indoor Fitness Facilities Policy

Recommendation:

That the Board adopt Policy Number 500-02-12 Operation of Unstaffed Indoor Fitness Oriented Recreation Facilities effective immediately.

Option 2: Continue Operations Without a Policy

Recommendation:

This option is not recommended.

8.0 RECOMMENDATION

That the Board adopt Policy Number 500-02-12 Operation of Unstaffed Indoor Fitness Oriented Recreation Facilities effective immediately.

Respectfully submitted,



Trisha Davison, General Manager of Community Services

CONCURRENCE

Regional Manager of Recreation and Client Services – Kristi Calder

Regional Manager of Operations and Asset Management – Craig Stanley

ATTACHMENTS:

Attachment A – Draft Operation of Unstaffed Indoor Fitness Facilities Policy

Chapter:	Community Services
Section:	Parks & Recreation
Subject:	Operation of Unstaffed Indoor Fitness Oriented Recreation Facilities

Board Resolution	[pending]	**Established Date:**	[pending]	**Revised Date:**	

POLICY:

PURPOSE:

The purpose of this Policy is to establish a framework for the operation of certain RDCK indoor fitness-oriented recreation facilities on an unstaffed basis, while balancing the competing priorities of community access, user safety, risk management, and responsible allocation of public resources.

The RDCK recognizes that operating recreation facilities without on-site staff introduces risks that cannot be eliminated entirely. Through a combination of access controls, user agreements, facility inspections, maintenance practices, emergency procedures, and user responsibilities, the RDCK seeks to mitigate those risks to a level deemed reasonable and appropriate for the service provided.

This Policy establishes the principles, service levels, and risk management considerations that guide decisions regarding the operation of eligible unstaffed indoor fitness facilities.

SCOPE:

This Policy applies only to RDCK-operated indoor fitness facilities identified in Addendum A that:

- provide access through Active Passes or credentialed entry;
- are intended for independent fitness use by authorized users;
- serve rural service areas where staffing is not financially sustainable;
- do not require ongoing staff supervision for facility operations;
- do not contain operational hazards requiring routine staff oversight, including but not limited to facilities utilizing chlorine, ammonia, or similar hazardous substances;
- are not operated as multi-amenity recreation complexes with staffing requirements driven by facility size, usage volumes, programming, or public safety considerations.

This Policy does not apply to:

- staffed recreation facilities;
- aquatic facilities;
- arenas;
- community halls or facilities accessed primarily through rentals or bookings;
- facilities used by organized user groups under separate rental or occupancy agreements;
- drop-in users paying one-time admission fees.

Access under this Policy is limited to registered authorized users holding active Active Passes and valid access credentials.

DEFINITIONS:

For the purposes of this Policy:

Authorized User: An individual who holds a current RDCK Active Pass or other authorization to use the facility, has completed required waiver and agreement documentation, and is using an Access Credential issued in their own name.

Access Credential: A device or method issued to an Authorized User that grants entry to an Unstaffed Indoor Fitness Facility, such as an access fob.

Supporting Organization: Another public body or organization that supports the operation of a facility within the scope of this Policy, such as a municipality or school district.

Unstaffed Indoor Fitness Facility: An indoor recreation facility owned or operated by the RDCK Community Services Department that operates without on-site RDCK staff during its operating hours.

POLICY STATEMENT:

The RDCK's standard recreation service model is the operation of staffed recreation facilities.

Unstaffed operation may be authorized by Board approval only where the Board determines that:

1. risks have been assessed and reasonable mitigation measures are in place;
2. the facility serves a rural population that would otherwise have limited access to fitness opportunities;
3. the cost of continuous staffing is not sustainable within available service area funding;
4. the facility can reasonably operate through a controlled-access Active Pass model; and
5. unstaffed operation represents the most appropriate balance between access, risk management, and financial sustainability.

1. RISK MANAGEMENT AND SERVICE LEVEL PRINCIPLE:

1.1 Risk Management Framework

The RDCK recognizes that unstaffed indoor fitness facilities present different risks than staffed recreation facilities. The Board accepts that these risks cannot be entirely eliminated and determines that they may be reasonably managed through:

- controlled Active Pass-based access;
- user agreements;
- signed waivers;
- signed codes of conduct;
- access credential tracking;
- regular inspections and maintenance;
- user incident reporting;
- emergency instructions and signage;
- facility monitoring systems where appropriate.

1.2 Service Context

The rural service areas served by facilities operating under this Policy present distinct challenges not present in urban recreation service delivery. Low population density, geographic isolation, and dispersed settlement patterns limit the tax base available to fund recreation services.

The Board has determined that access to fitness facilities constitutes an important component of community health, social connection, and quality of life for rural residents who may not have access to private fitness services or larger recreation facilities available in urban centres.

1.3 Board Determination

Following deliberation and consideration of the factors set out in this Policy, the Board determines that operation of designated facilities on an unstaffed basis represents the appropriate balance among:

(a) Affordability and Fiscal Responsibility

The ongoing costs of staffing eligible rural fitness facilities would render the facilities financially unsustainable within the funding provided through approved local service requisitions. Staffed operation cannot be reasonably supported by the available rural tax base without creating disproportionate costs to residents.

(b) Community Access and Health Equity

The Board has weighed the value of providing some access to fitness opportunities against the alternative of providing no local facility. It is determined that unstaffed, self-directed fitness facilities provide meaningful health and wellness benefits and support equitable access to recreation services.

(c) Competing Service Priorities

The local area recreation, parks and leisure service budgets must accommodate a range of

services provided across these specific rural service areas. The allocation of funding to staffed operations at any single facility would reduce the RDCK's capacity to maintain or expand other local area services. The Board has determined that distributing community amenity benefits more broadly across different services is a higher-order priority than concentrating resources in a staffed model at a single location.

(d) User Responsibility and Community Self-Reliance

Rural recreation services have historically relied on a greater degree of individual responsibility and community participation than is typical in larger urban centres. The Board has determined that an adult user-responsibility model is consistent with community expectations and an appropriate component of risk mitigation in eligible facilities.

2. ROLES AND RESPONSIBILITIES:

2.1 General Manager

The General Manager of Community Services, or designate, is responsible for implementing this Policy and recommending updates regarding the operation of unstaffed fitness facilities.

2.2 RDCK Board

The Board is responsible for decisions respecting:

- establishment of facilities operating under this Policy;
- continuation or discontinuation of service;
- significant service level changes; and
- associated funding allocations.

3. POLICY REVIEW:

This Policy shall be reviewed at least every three (3) years or sooner if:

- a significant incident occurs;
- facility operations materially change;
- eligible facilities are added or removed; or
- emerging risks indicate review is warranted.

RELATED LEGISLATION:

- Local Government Act (RSBC 2015, c. 1)
- Community Charter (SBC 2003, c. 26)
- Occupiers Liability Act (RSBC 1996, c. 337)
- Workers Compensation Act (RSBC 2019, c. 1)
- Freedom of Information and Protection of Privacy Act (RSBC 1996, c. 165)

ADDENDUM A

USER ACCESS AND RESPONSIBILITIES:

1 Authorized Users

Access shall be limited to Authorized Users holding:

- an active Active Pass;
- a signed waiver and assumption of risk agreement;
- a signed user code of conduct;
- a valid access credential issued in their own name.

2 Assumption of Risk

Users acknowledge, through a signed agreement, that they are accessing and using an unstaffed facility without on-site supervision and do so at their own risk.

3 Duty to Report

Authorized Users have an obligation to report to the RDCK:

- equipment failures;
- injuries;
- unsafe conditions;
- security concerns;
- maintenance issues; and
- any circumstance that may create a risk to other users.

Where reasonable and safe to do so, users are encouraged to temporarily identify unsafe equipment through the placement of clearly visible warning notices until RDCK staff are able to assess the issue.

4 Emergency Response

Users are responsible for contacting emergency services when required. Emergency contact information and reporting procedures shall be posted within the facility.

5 Minors

Ages 16-18: Youth 16-18 years old with active Active Pass may be permitted access to the facility without supervision with parental consent provided at the time of Active Pass purchase.

Ages 12-15: Children between 12 and 15 years old with an active Active Pass are allowed to use fitness facilities under the supervision of a responsible adult (19+).

Under 12 years old: Children under 13 years old are allowed in the gymnasium under the supervision of a responsible adult (19+) but are not permitted in fitness facilities.

ADDENDUM B

SERVICE LEVELS:

1 General Service Level

Facilities operating under this Policy are provided at a service level consistent with an unstaffed recreation model and available resources. Users acknowledge that staff are not continuously available to respond to operational issues.

2 Inspections

The RDCK shall conduct facility inspections, maintenance activities, and operational reviews at intervals determined by the General Manager or designate based on:

- facility use;
- operational requirements;
- identified risks; and
- available resources.

3 Response Times

The RDCK will make reasonable efforts to investigate reported safety concerns and equipment issues as operationally feasible.

Response times may vary due to:

- travel distances;
- staff availability;
- contractor availability;
- weather conditions; and
- the rural nature of the service area.

The RDCK does not guarantee immediate attendance at facilities.

4 Equipment Closures

When equipment is suspected to be unsafe or inoperable, access to the equipment may be restricted until inspection, repair, or replacement can occur. The RDCK does not guarantee repair or replacement timelines for equipment within unstaffed facilities.

ADDENDUM C

FACILITIES SUBJECT TO THIS POLICY:

The following facilities are designated by the Board as Unstaffed Indoor Fitness Facilities for the purposes of this Policy:

1. Crawford Bay Fitness Centre
2. New Denver Fitness Centre

This Addendum may be amended by Board resolution without requiring a substantive review of the Policy.

Committee Report – For Information

October 28, 2026

Projects Overview - All Recreation Committee

Author:	Tia Wayling, Regional Programming Manager
File Reference:	0515-20-ALL All Recreation
Electoral Area/Municipality:	RDCK
Services Impacted	S222, S224, S226, S227, S229, S230, S231

1.0 PURPOSE OF REPORT

The purpose of this report is to provide an update on priority projects within Community Services: *Program Costing Analysis, Recreation Program Management Plan, and Small Service Improvements, and Online Ice Availability*. These initiatives are intended to improve consistency, equity, and transparency in recreation service delivery and financial practices across the RDCK.

2.0 BACKGROUND AND UDPATE

1. PROGRAM COSTING ANALYSIS PROJECT

Background

The Program Costing Analysis Project was initiated to establish a standardized and sustainable method for assessing the full cost of delivering recreation programs across the RDCK. This includes evaluating direct and indirect expenses to support improved budgeting, cost recovery alignment with the *Fees & Charges Policy*, and consistent pricing across all recreation regions.

Current Status

The project remains on schedule and is positioned to support the 2027 budget development process. The costing methodology and supporting tools have largely been completed and tested, with programming staff providing feedback to help ensure the approach is practical and applicable across a range of program types. The analysis has identified several areas where incremental fee adjustments are recommended, including personal training and select adult arena and adult sport offerings. These adjustments are intended to support a gradual transition toward more consistent pricing while maintaining affordability and accessibility.
Work is continuing on the development of standardized financial evaluation and planning practices, which will support ongoing fee reviews and improve long-term decision-making. This component of the project remains on track and is anticipated to be completed within the coming month.

NEXT STEPS:

Item	Timeline
Prepare training materials and support resources for staff - ***Completed***	May 2026
Introduce a transparent framework for communicating program costs and pricing rationale (includes update for All Rec Committee) - ***Completed***	June 2026
Implement small fee adjustments in 2027 budgets using standardized cost-per-hour formulas – **Completed**	October 2026
Finalize staff-facing interface for calculating advertised program fees – ***In Progress***	November 2026
Develop adjustment strategy and schedule for when program delivery costs change	February 2027

2. ONLINE ICE AVAILABILITY TOOL

The ice time availability tool was introduced in mid-August as a pilot project to make available ice time easier to find and book. The tool initially featured the Nelson & District Community Complex (NDCC), with the Civic Arena added in late September ahead of its seasonal opening after Thanksgiving. Users can now view available ice times, 30 days in advance, at both facilities online before submitting a booking request.

Early feedback has been positive, with users appreciating the convenience of checking ice availability online rather than contacting staff by phone or email to inquire about open slots. The tool also allows users to see, in real time, when ice time becomes available after being released from previously allocated bookings, creating more opportunities to secure ice time. By showcasing available ice times, the tool has made the process more convenient for users while improving efficiency for staff and users.

Following the initial soft launch, the tool was promoted more broadly on October 15 through a Facebook post on the NDCC page and an email to the NDCC user mailing list.

The Committee can review this tool at rdck.ca/arenarentals.

Next Steps

The tool will remain available throughout the 2026/2027 ice season. Following the season's conclusion, staff will evaluate its effectiveness and user feedback to determine whether the tool could be implemented at other RDCK recreation facilities.

RECREATION PROGRAM MANAGEMENT PLAN

Background

While recreation programming and facilities continue to evolve, there is currently no consistent framework for evaluating recreation opportunities across communities or identifying service levels, strengths, gaps, and future priorities. Recreation opportunities such as visual and performing arts, sports, clubs, leagues, and general interest programming are diverse in nature and often delivered through a variety of providers and settings, making them more challenging to assess than standardized services such as fitness and aquatics. As a result, there is limited ability to compare recreation opportunities across communities, understand unmet needs, or establish priorities for future investment and service development.

This project will establish a structured, evidence-based approach to recreation program planning by developing a standardized framework for evaluating recreation assets, programs, services, and opportunities across the RDCK. Using consistent assessment criteria and a scoring methodology, the project will support transparent decision-making and identify community program strengths and service gaps to help inform future planning and resource allocation decisions. The resulting framework will provide a more consistent understanding of recreation service levels across communities and the RDCK's plan to support the long-term sustainability of recreation opportunities throughout the region.

Project Goals:

1. Establish a Consistent Recreation Planning Framework
Develop a standardized approach for evaluating recreation programs, services, and opportunities across all participating communities to support equitable and evidence-based planning.

2. Identify Service Levels, Strengths, and Gaps
Assess the current recreation landscape to identify community strengths, unmet needs, service gaps, and opportunities for enhancement.

3. Inform Future Programming Decisions and Resource Allocation
Provide a defensible framework to guide future decisions regarding funding, staffing, partnerships, and program development.

4. Improve Transparency in Recreation Service Delivery
Create clear and measurable evaluation criteria that support transparent decision-making.

5. Support Long-Term Sustainability
Ensure recreation services and amenities are planned and managed in a manner that balances community benefit, demand, operational capacity, and financial sustainability.

6. Establish Community-Specific Recreation Priorities

Develop recommendations that reflect the unique needs, interests, and assets of individual communities while aligning with broader regional recreation objectives.

NEXT STEPS:

The following timelines reflect the current project plan. Ongoing conversations with community groups and recreation stakeholders may identify additional considerations that affect the sequencing or timing of each task. At this time, any potential impacts are unknown and the project remains on schedule.

Item	Timeline
Inventory of community recreation program opportunities	Completed
Develop assessment matrix, scoring criteria, and evaluation methodology	December 2026
Analyze results – Identify service gaps, areas of duplication, emerging needs, and opportunities for enhancement	March 2027
Determine short, medium, and long term priorities based on community needs, strategic alignment, and community benefit	June 2027
Develop recommendations to support programming and service delivery decisions	September 2027
Establish a framework for ongoing evaluation, decision making, and future updates	December 2027

3. SMALL SERVICE IMPROVEMENTS

The Programming Team continues to work on smaller projects and initiatives that aim to improve the overall customer experience. These projects range from small internal process improvements to small shifts in service delivery:

Project/Initiative	Description	Goal
Fitness Training Opportunities	Mentorship programs in facilities to support online fitness instructor training	Improve the volume of how many fitness instructors are certified in a year (Aquafit, Group Fitness, Personal Training)
Program Cancellations & Promotions	An update to the promotional strategy and timeline for programs to reduce cancellations	Improve public awareness and boost registrations to reduce the number of cancelled programs
Programming Registration Standards	Setting standards to different program areas around age cutoffs, proration allowances, late attendance allowances, cancellation vs. postponement requirements, registration closing dates, and waitlist management	Have consistent standards documented on how we handle registrations at each of the facilities across various or all program areas

3.0 NEXT STEPS AND TIMELINE

Where appropriate, reporting will continue to update the All Recreation Committee on these initiatives at upcoming meetings.

Respectfully submitted,



Tia Wayling
Regional Programming Manager

CONCURRENCE

General Manager of Community Services – Trisha Davison
Regional Manager, Recreation & Client Services – Kristi Calder
Regional Manager, Operations and Asset Management – Craig Stanley

Committee Report – For Information

October 28, 2026

Regional Parks Enhancement Program Update

Author: Craig Stanley, Regional Manager, Operations and Asset Management
File Reference: 01-0515-20
Electoral Area/Municipality: Electoral Areas A, D, E, F, G, H, I, J
Services Impacted Regional Parks Service

1.0 PURPOSE OF REPORT

The purpose of this report is to provide the All-Recreation Committee with an update on implementation of the Columbia Basin Trust-funded Regional Parks Enhancement Program and staff's progress toward delivery of the approved Year 1 projects.

2.0 BACKGROUND AND UPDATE

At its May 21, 2026 meeting, the RDCK Board adopted Resolution No. 235/26, authorizing staff to submit the Year 1 Projects List to Columbia Basin Trust under the Regional Parks Enhancement Program 2026-2028. A summary of the approved Year 1 projects is provided below:

Park	Project Description	Project Type	Status
Balfour Beach Regional Park	Trail surfacing	Trail	Scope confirmed
Bonnington Regional Park	Playground Replacement	Playground	Design confirmed
Cottonwood Lake Regional Par	Trail Improvements	Trail	Scope confirmed
Crawford Creek Regional Park	Trail surfacing	Trail	Scope confirmed
Crescent Valley Beach Regional Park	Accessible Pathway to Shelter & Stair	Trail	Scope confirmed
James Johnstone Regional Park	Washrooms	Washrooms	Design confirmed
Lardeau Regional Park	Riparian Restoration, Pathway(s), Emergency Communication	Trail	Scope confirmed
Pass Creek Regional Park	Playground upgrade	Playground	Design confirmed
Pass Creek Regional Park	Washroom	Washroom	Design confirmed
Riondel Regional Park	Concession Stand Upgrades and Drinking Water Fountain	Amenity	Product sourced
Robson Boat Ramp Regional Park	Accessible Dock & Ramp	Amenity	Design confirmed
Sunshine Bay Regional Park	Drinking water fountain	Amenity	Product sourced
Sunshine Bay Regional Park	Trail Enhancement	Trail	Scope confirmed
Waterloo Eddy Regional Park	Riparian Restoration	Planting	Scope confirmed
Waterloo Eddy Regional Park	Trail surfacing	Trail	Scope confirmed
Winlaw Regional and Nature Par	Erosion prevention study	Planting	Scope confirmed

These projects represent ready-to-proceed, low-cost, and high-impact improvements that enhance safety, functionality, and user experience across multiple Regional Parks. Collectively, the Year 1 workplan will deliver improvements in 13 of the 24 eligible Regional Parks, providing broad system-wide benefits and ensuring investment is distributed across the regional parks network rather than concentrated at a limited number of sites.

Since receiving approval, staff have been advancing project planning, site assessments, preliminary design work, and scope development for the sixteen approved projects. To maximize value, improve procurement efficiency, and reduce administrative costs, staff are evaluating opportunities to bundle similar projects within the same geographic region where practical. Examples include procuring multiple playground installations through a single competitive process and combining compatible trail improvement projects under one contract.

Where bundling opportunities are not feasible or would not provide value, projects will be procured independently in accordance with RDCK purchasing policies.

The Regional Parks Enhancement Program remains on schedule, and staff continue to work closely with Columbia Basin Trust to ensure project delivery aligns with approved funding requirements and timelines.

As with many capital improvement projects, key implementation risks include contractor availability, market pricing fluctuations, and seasonal construction constraints. Staff are mitigating these risks through early scope development, advance procurement planning, and bundled contracting opportunities where appropriate.

3.0 NEXT STEPS AND TIMELINE

Staff are currently preparing procurement documents and final scopes of work with the objective of awarding contracts in advance of, or early within, the 2027 construction season. This approach is intended to support efficient project delivery and maximize the available construction window.

In accordance with RDCK procurement requirements, contracts exceeding $75,000 will be presented to the Board for approval prior to execution.

Staff will also prepare a future report outlining proposed Year 2 projects for Board consideration.

Respectfully submitted,



Craig Stanley, Regional Manager - Operations and Asset Management

CONCURRENCE

General Manager Community Services – Trisha Davison
Regional Manager - Recreation & Client Services – Kristi Calder