Regional District of Central Kootenay

NELSON AND DISTRICT RECREATION COMMISSION NO.5

Open Meeting Agenda

**Date:** Wednesday, April 30, 2025

**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.

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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/91669192210?pwd=EWyl7cbCf9S6hOYhITfpPlvqejGXnb.1

**Join by Phone:**

855 703 8985 Canada Toll-free

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

**Meeting ID:** 916 6919 2210
**Meeting Password:** 859416

**In-Person Location: RDCK Board Room - 202 Lakeside Drive**

**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 April 30, 2025 Nelson and District Recreation Commission No. 5 meeting, be adopted as circulated.

**5. RECEIPT OF MINUTES** 4 - 26

The February 11, 2025 Nelson & District Recreation Commission minutes, have been received.

**6. DELEGATE** 27 - 40

David McCulloch, Andy Leathwood, Kyle Mace, Barbara Byrch, and Laura Munoz, from the Nelson Sports Association will present their efforts to support sports in our region to the Commission.

**7. STAFF REPORTS**

**7.1 Nelson & District Programming Update** 41 - 44

The Commission Report dated April 30, 2025 from Tia Wayling, Regional Programming Manager, re: Nelson & District Community Complex Programming, has been received.

**7.2 S226 Recreation Facility - Nelson & Areas F & Defined E Service Withdrawal and Taxation Area E** 45 - 75

The Commission Report dated April 30, 2025 from Joe Chirico, General Manager of Community Services, re: S226 Recreation Facility - Nelson & Areas F & Defined E Service Withdrawal and Taxation Area E, has been received.

**8. OLD BUSINESS**

**8.1 Previous Meeting Action Item List** 76

The Commission and Staff to review the previous meetings action item list. The Action Items list has been received.

**9. PUBLIC TIME**

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

**10. NEXT MEETING**

The next Nelson & District Recreation Commission No. 5 meeting is scheduled for May 28, 2025 at 9:00a.m.

**11. ADJOURNMENT**

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

REGIONAL DISTRICT OF CENTRAL KOOTENAY

# NELSON & DISTRICT RECREATION COMMISISON NO. 5

## OPEN AGENDA – SPECIAL BUDGET MEETING

**9 a.m.**
**Tuesday, February 11, 2025**

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

**COMMISSION/COMMITTEE MEMBERS**

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

**STAFF**

| | |
|---|---|
| Stuart Horn | Chief Administrative Officer |
| Joe Chirico | General Manger – Community Services |
| Trisha Davison | Regional Manager of Recreation and Client Services |
| Craig Stanley | Regional Manager of Operations and Asset Management |
| Alana Jenkins | Meeting Coordinator |

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

**1. CALL TO ORDER**

Chair Page called the meeting to order at 9:05 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 that:

The Agenda for the February 11, 2025 Nelson & District Recreation Commission No. 5 meeting, be adopted as circulated.

**Carried**

**4. DELEGATE**

**4.1** There are no delegates scheduled for this Commission meeting.

**5. STAFF REPORTS**

**5.1 Service No. S226 - Draft 2025 Budget and Five Year Financial Plan**

The Commission Report dated February 5, 2025 from Craig Stanley, Regional Manager - Operations & Asset Management re: Service No. S226 Draft 2025 Budget and Five Year Financial Plan was received at the February 5, 2025 Nelson & District Recreation Commission No. 5 meeting. Craig Stanley reviewed revenue and expenses from 2024, along with projections for 2025 then spoke to the 5 year plan and answered questions from the Commission Members.

The following resolution was passed at the February 5, 2025 Nelson & District Recreation Commission meeting:

> The Commission direct staff to prepare a breakdown of how requisitions and user fees are distributed, prepare a budget option that puts more funds in reserves, and list suggested tax increase by dollar figure for an average household.

Craig Stanley provided a review of asset management planning vs actuals. Joe Chirico provided an overview of the budget up to 2024, and answered questions from the Commission regarding the 2025 budget and Financial Plan through to 2030.

**Moved** and seconded,
AND Resolved that:

The Commission direct staff to provide a comparison of what a resident in Area E would pay if all of Area E was included in Service S226-Nelson and Areas F and Defined E.

**Carried**

**RECESS/ RECONVENE** The meeting recessed at 10:12am for Break and reconvened at 10:25 am.

**6. PUBLIC TIME**

The Chair called for questions from the public at 10:25 a.m.

Members of the public provided comments and asked questions regarding the following:

- Referendum of withdrawal
- Proposed budget
- Impact of tax increases

**Moved** and seconded,
AND Resolved that:

The Commission direct staff to provide information on how participants could withdraw from a service within the Regional District of Central Kootenay.

**Carried**

**Moved** and seconded,
AND Resolved that:

The Commission approves Service S226-Nelson and Areas F and Defined E Draft 2025 Budget and Five Year Financial Plan.

**Carried**

**7. NEXT MEETING**

The next Nelson & District Recreation Commission No. 5 meeting is scheduled for April 30, 2025 at 9 a.m.

**8. ADJOURNMENT**

**MOVED** and seconded,
AND Resolved that:

The Nelson & District Recreation Commission No. 5 meeting be adjourned at 11:16 a.m.

**Carried**

Digitally Approved

Keith Page, Chair

**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. ***The Commission direct staff to provide a comparison of what a resident in Area E would pay if all of Area E was included in Service S226-Nelson and Areas F and Defined E.***

2. ***The Commission direct staff to provide the Commission with information on how participants could withdraw from a service within the Regional District of Central Kootenay.***

# Commission Report – For Information

*February 11, 2025*

## Service S226 2025 Financial Plan

**Author:** Joe Chirico, General Manager of Community Services
**File Reference:** 01-0520-50
**Electoral Area/Municipality:** City of Nelson, Defined Area E, Area F
**Services Impacted** Recreation Facility - S226

## 1.0 PURPOSE OF REPORT

This report provides information to support conversation regarding the 2025-29 Financial Plan.

## 2.0 BACKGROUND AND UDPATE

The following table summarizes the actual financial results of the last 10 years. Years highlighted in yellow are 'normal' operating years. Years highlighted in blue are years where there was disruptions to the operations.

- 2015 – Aquatic Centre renovation
- 2016 – Aquatic Centre renovation
- 2020 – Pandemic – Facilities closed in March and reopened under restrictions in August
- 2021 – Pandemic – Facilities operated under various restrictions the entire year
- 2022 – Pandemic – Facilities operated on restrictions for the 1st quarter. Restrictions lifted in 2nd quarter. Lifeguard shortage affected operations of Aquatic Centre.
- 2023 – Lifeguard shortage
- 2024 – Return to full operations at the end of 1st quarter

**Requisition/Grants in Lieu/Nelson Contributions**

This shows the requisitions, Grants in Lieu and the contribution from the City of Nelson to the service as per the establishment bylaw. What is important to note is how this changed:

- 2016-2017 – Reduced requisition that follows the drop in long-term borrowing costs.
- 2019 – The first year to use $180,000 of reserves to fund operations
- The service ran deficits in 2018, 2019 and 2020.

**Comparison of Revenue vs Operations Expenses**

This section shows the relationship between operating expenses and revenue from admissions, rentals and programs. Note that although the percent of revenue covering operational expenses is increasing but the amount of requisition to recover the difference is increasing as well. This is important to illustrate the one of Commission's role is to set balance services levels with the public good of greater service provision. What is a service level?

- Operating hours
- Programing opportunities
- Providing new services

**Funding For Capital Expenditures/Borrowing/Reserve Contributions**

Note that the funding for all capital expenditures including the long-term debt (borrowing) is increasingly being funded by the previous year's surplus. Lower service levels (particularly in the aquatic centre) and increasing revenue are primarily driving the surplus.

**Capital Expenditures/Borrowing /Reserve Contributions**
The important note here is how this decreases to 2022 and requires increases for 2023 and beyond. 2015 and 2016 is primarily the aquatic centre renewal.

**Requisition Funding Capital/Reserve/Borrowing**
Important to note the decreasing use of requisition to fund these costs. This is one of the impacts on the budget in 2025 as surplus will not cover all capital/reserve/borrowing costs.

| | Actual Amounts | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 | 2023 | 2024 |
| **Requisition/Grants in Lieu/Nelson Contributions** | | | | | | | | | | | |
| Requisition + Grants in Lieu | 3,588,987.03 | 3,585,643.57 | 3,579,892.56 | 3,224,234.75 | 2,924,750.10 | 2,980,377.92 | 3,060,863.40 | 3,119,203.94 | 3,184,878.92 | 3,379,221.26 | 3,560,948.33 |
| External Contribution - Nelson | 184,200.00 | 184,200.00 | 184,200.00 | 184,200.00 | 184,200.00 | 184,200.00 | 184,200.00 | 184,200.00 | 184,200.00 | 184,200.00 | 184,200.00 |
| Total Non-Revenue Sources | 3,773,187.03 | 3,769,843.57 | 3,764,092.56 | 3,408,434.75 | 3,108,950.10 | 3,164,577.92 | 3,245,063.40 | 3,303,403.94 | 3,369,078.92 | 3,563,421.26 | 3,745,148.33 |
| | | | | | | | | | | | |
| **Comparison of Revenue vs Operations Expenses** | | | | | | | | | | | |
| Revenue (Admission/Rental/Programs) | 1,359,519.91 | 1,134,455.61 | 1,136,867.36 | 1,728,658.00 | 1,660,699.30 | 1,733,532.46 | 644,193.58 | 697,053.40 | 1,533,791.78 | 1,977,889.00 | 2,246,426.85 |
| Operational Expenses | 3,608,813.71 | 3,328,507.15 | 3,506,343.17 | 4,518,837.51 | 4,436,105.77 | 4,560,210.75 | 3,170,553.74 | 3,467,391.71 | 4,409,711.65 | 4,669,463.85 | 5,034,332.86 |
| %of Revenue Funding Operations | 38% | 34% | 32% | 38% | 37% | 38% | 20% | 20% | 35% | 42% | 45% |
| | | | | | | | | | | | |
| **Funding For Capital Expenditures/Borrowing/Reserve Contributions** | | | | | | | | | | | |
| Surplus - From Previous Year | 597,120.20 | 280,788.07 | 324,463.40 | 29,941.86 | -43,260.49 | -127,835.46 | -129.68 | 178,601.32 | 452,931.59 | 601,964.59 | 1,013,628.07 |
| Grants Funding Captial | 0.00 | 10,452.00 | 4,597,200.00 | 8,839.00 | 5,000.00 | | 23,338.57 | | 1,562.00 | 241,667.88 | |
| Contribution From Reserve | | 80,000.00 | | 20,427.17 | 125,830.00 | 260,153.88 | | 172,368.75 | | | 241,667.00 |
| Funding For Capital | 597,120.2 | 371,240.1 | 4,921,663.4 | 59,208.0 | 87,569.5 | 132,318.4 | 23,208.9 | 350,970.1 | 454,493.6 | 843,632.5 | 1,255,295.1 |
| | | | | | | | | | | | |
| **Capital Expenditures/Borrowing /Reserve Contributions** | | | | | | | | | | | |
| Borrowing (Principle and Interest) | 665,725.85 | 449,972.42 | 439,661.46 | 446,487.20 | 435,117.13 | 442,468.48 | 454,317.33 | 461,027.16 | 461,027.16 | 461,027.16 | 499,939.00 |
| Contribution to Reserve | 607,841.89 | 265,219.00 | | | | | | | | 273,904.83 | 185,200.00 |
| Capital Expenditures | 610,360.91 | 939,863.71 | 6,005,155.34 | 328,986.21 | 160,524.59 | 80,379.49 | 164,890.38 | 5,002.95 | 2,500.00 | 45,687.93 | 324,212.47 |
| Cost of Borrowing/Reserve Cont/Capital Expenditures | 1,883,928.65 | 1,655,055.13 | 6,444,816.80 | 775,473.41 | 595,641.72 | 522,847.97 | 619,207.71 | 466,030.11 | 463,527.16 | 780,619.92 | 1,009,351.47 |
| | | | | | | | | | | | |
| Requisition Funding Capital/Reserve/Borrowing | 1,286,808.5 | 1,283,815.1 | 1,523,153.4 | 716,265.4 | 508,072.2 | 390,529.6 | 595,998.8 | 115,060.0 | 9,033.6 | -63,012.6 | -245,943.6 |
| | | | | | | | | | | | |
| **Reserve Balances** | | | | | | | | | | | |
| Planning-Operating | 21,899.29 | 22,175.33 | 22,389.62 | 22,593.78 | 22,903.55 | 23,354.55 | 23,812.22 | 24,078.05 | 24,436.34 | 25,245.10 | 25,245.10 |
| Facility | 742,225.17 | 937,967.57 | 947,031.75 | 935,147.27 | 821,275.99 | 574,732.92 | 585,995.85 | 592,537.73 | 601,354.90 | 621,257.59 | 806,457.59 |
| Growing Communities Fund | [redacted] | | | | | | | | | 253,193.38 | 11,526.38 |
| Total Reserves | 764,124.46 | 960,142.90 | 969,421.37 | 957,741.05 | 844,179.54 | 598,087.47 | 609,808.07 | 616,615.78 | 625,791.24 | 899,696.07 | 843,229.07 |

**Financial Plan - Budget**
The following table shows the Financial Plan in the same summary as the evaluation of previous operating years.

**Requisition/Grants in Lieu/Nelson Contributions**
The increase in requisition is a direct result of the funding required for **Capital/Reserve/Borrowing.** In 2024 the budget had $71,053 in 2025 the budget requires $447,120 to fund these expenses. Note that the requisition does not cover the borrowing.

If the commission's goal is to reduce the requisition, the commission could consider funding like Community Works to fund Capital Projects. If this is the preferred direction, Commission will need to consider that funding like Community Works will need to continue be budgeted to fund Capital/Reserve/Borrowing or a significant impact to requisition will occur in the future.

2030 is the final $46,000 payment on borrowing.

| | Budgets | | | | | |
|---|---|---|---|---|---|---|
| | 2024 | 2025 | 2026 | 2027 | 2028 | 2029 |
| **Requisition/Grants in Lieu/Nelson Contributions** | | | | | | |
| Requisition + Grants in Lieu | 3,560,948.33 | 3,971,249.00 | 4,088,976.47 | 4,210,235.76 | 4,335,132.84 | 4,463,776.82 |
| External Contribution - Nelson | 184,200.00 | 184,200.00 | 184,200.00 | 184,200.00 | 184,200.00 | 184,200.00 |
| Total Non-Revenue Sources | 3,745,148.33 | 4,155,449.00 | 4,273,176.47 | 4,394,435.76 | 4,519,332.84 | 4,647,976.82 |
| | | | | | | |
| **Comparison of Revenue vs Operations Expenses** | | | | | | |
| Revenue (Admission/Rental/Programs) | 1,943,398.00 | 2,285,780.66 | 2,353,578.09 | 2,423,402.60 | 2,495,314.91 | 2,569,377.59 |
| Operational Expenses | 5,623,927.00 | 6,000,859.96 | 5,881,103.10 | 6,023,566.71 | 6,171,063.08 | 6,318,944.52 |
| %of Revenue Funding Operations | 35% | 38% | 40% | 40% | 40% | 41% |
| | | | | | | |
| **Funding For Capital Expenditures/Borrowing/Reserve Contributions** | | | | | | |
| Surplus - From Previous Year | 1,013,600.00 | 1,235,487.00 | | | | |
| Grants Funding Captial | | | | | | 0.00 |
| Contribution From Reserve | 241,667.00 | 165,338.00 | 139,296.00 | 93,675.00 | 44,362.00 | 0.00 |
| Funding For Capital | 1,255,267.0 | 1,400,825.0 | 139,296.0 | 93,675.0 | 44,362.0 | 0.0 |
| | | | | | | |
| **Capital Expenditures/Borrowing /Reserve Contributions** | | | | | | |
| Borrowing (Principle and Interest) | 491,120.00 | 647,945.00 | 659,697.00 | 659,697.00 | 659,697.00 | 595,197.00 |
| Contribution to Reserve | 185,200.00 | | | | | |
| Capital Expenditures | 650,000.00 | 1,200,000.00 | 232,000.00 | 235,000.00 | 235,000.00 | 285,000.00 |
| Cost of Borrowing/Reserve Cont/Capital Expenditures | 1,326,320.00 | 1,847,945.00 | 891,697.00 | 894,697.00 | 894,697.00 | 880,197.00 |
| | | | | | | |
| Requisition Funding Capital/Reserve/Borrowing | 71,053.0 | 447,120.0 | 752,401.0 | 801,022.0 | 850,335.0 | 880,197.0 |
| | | | | | | |
| **Reserve Balances** | | | | | | |
| Planning-Operating | 25,245.10 | 25,245.10 | 25,245.10 | 25,245.10 | 25,245.10 | 25,245.10 |
| Facility | 806,457.59 | 652,645.97 | 513,349.97 | 419,674.97 | 375,312.97 | 375,312.97 |
| Growing Communities Fund | 11,526.38 | [redacted] | | | | |
| Total Reserves | 843,229.07 | 677,891.07 | 538,595.07 | 444,920.07 | 400,558.07 | 400,558.07 |

## 3.0 NEXT STEPS AND TIMELINE

Staff will amend this draft budget based on feedback from the Commission and present a final draft at the March 6, 2025 Committee meeting.

Respectfully submitted,

J. Chirico

Joe Chirico, General Manager of Community Services

## CONCURRENCE

Regional Manager – Recreation and Client Services – Trisha Davidson

Regional Manager – Operations and Asset Management – Craig Stanley

# Community Services

Nelson and District Recreation Budget Presentation
S226

**Presented by: Staff**
**Date: February 5, 2025**

rdck.ca

# S226 2024 Review:

## Revenue

- User fees exceeded budget expectations by 24% +$293,000 in 2024.
  - Admissions, passes – indicates the facility was well-utilized

## Expenses

- Salaries - underspent due to gaps in some positions (fitness) and aquatics underspent
- Insurance - unexpected increase of $20,606 more than budgeted
- Equipment underspent - $40K in fitness equipment not received
- Contracted, Repairs and maintenance underspent

# S226 2024 Review:

| Workorder | | Actuals | Budget |
|---|---|---|---|
| CAP1480-100 | NDCC - Boiler Replacement | 295,121 | 400,000 |
| CAP1481-100 | NDCC - Refrigeration Plant Replacement - Engineering | 0 | 100,000 |
| CAP1482-100 | NDCC - Rooftop Unit Replacement | 28,342 | 150,000 |
| | | 323,463 | 650,000 |

## Capital

- Pool Boilers replaced – funded by Growing Communities Fund
- Roof Top Unit (RTU) purchased in 2022 was installed
- Refrigeration plant engineering – no costs put to this but work ongoing
  - Cost for engineering less than budgeted ($25,000 for S226)
  - Scope increasing to include funded pieces (Fortis)

## S226 2024 Review:

**Surplus $1,235M**

- **Operations $847,407 (User fees and operational savings)**
- **Capital $309,668**
- **Campus Study $78,412**

# Revenue Projections:

- Requisitions increase by 12% (4.46% due to debenture interest)
- User fees - budget considers like levels of revenue from user fees to actuals in 2024.
- Rental Revenue - comparable rental revenue to 2024 actuals.
- Sale of Services (Programming) – similar budget to 2024
- Surplus  $1,235,487

**S226**

**INCOME**

| Account | Description | 2024 Budget | 2025 Budget |
|---|---|---|---|
| 41010 | Requisitions | 3,512,582 | 3,924,249 |
| 41020 | Grants in lieu of Taxes | 47,000 | 47,000 |
| 42015 | Sale of Goods - Specified | 28,400 | 30,000 |
| 42025 | Sale of Services - Specified | 275,098 | 271,925 |
| 42030 | User Fees | 0 | 0 |
| 42035 | User Fees - Specified | 1,210,000 | 1,505,000 |
| 42040 | Rental Income | 0 | 0 |
| 42045 | Rental Income - Specified | 419,000 | 466,600 |
| 43020 | Grants | 0 | 0 |
| 43025 | Grants - Specified | 6,050 | 5,000 |
| 43200 | Proceeds from Equipment Financing | 0 | 0 |
| 43300 | Proceeds from Asset Disposal | 0 | 0 |
| 43500 | External Contributions & Contracts | 184,200 | 184,200 |
| 43505 | External Contributions & Contracts - Specif | 0 | 0 |
| 44010 | Penalties & Fees | 250 | 250 |
| 44020 | Investment Income & Interest | 27,500 | 13,500 |
| 45000 | Transfer from Reserves | 241,667 | 165,338 |
| 45500 | Transfer from Other Service | 10,900 | 12,256 |
| 49100 | Prior Year Surplus | 1,013,600 | 1,235,487 |
| Total Income | | 6,976,247 | 7,860,805 |

REGIONAL DISTRICT CENTRAL KOOTENAY

# Expenses Projections:

## Expenses

- Salaries show increases for CPI and union bargaining plus additional staff +$35,000
- Expenses not fully spent in 2024 are kept close to 0% year over year
  - Repairs and maintenance increase due to elevator repairs ($40,000) and Zamboni batteries ($30,000)
  - Fitness equipment carry forward ($40,000)
- Debenture interest increase +$156,825
- Community engagement $100,000

**EXPENSES**

| Account | Description | 2024 Budget | 2025 Budget |
|---|---|---|---|
| 51010 | Salaries | 2,628,030 | 2,785,989 |
| 51020 | Overtime | 34,155 | 26,933 |
| 51030 | Benefits | 526,191 | 542,460 |
| 51050 | Employee Health & Safety | 25,130 | 27,729 |
| 51060 | Employee Incentives | 2,800 | 2,801 |
| 52010 | Travel | 17,160 | 16,800 |
| 52020 | Education & Training | 26,140 | 31,005 |
| 52030 | Memberships, Dues & Subscriptions | 1,613 | 5,756 |
| 53020 | Admin, Office Supplies & Postage | 38,045 | 38,202 |
| 53030 | Communication | 10,242 | 10,950 |
| 53040 | Advertising | 45,000 | 45,000 |
| 53050 | Insurance | 90,698 | 106,500 |
| 53060 | Bank Charges | 20,200 | 33,000 |
| 53070 | Bad Debts | 0 | 0 |
| 53080 | Licence & Permits | 10,807 | 10,400 |
| 54020 | Audit - Professional Fees | 0 | 0 |
| 54030 | Contracted Services | 182,540 | 176,201 |
| 54040 | Consulting Fees | 120,000 | 120,000 |
| 55010 | Repairs & Maintenance | 202,015 | 284,500 |
| 55020 | Operating Supplies | 133,035 | 141,178 |
| 55025 | Chemicals | 45,000 | 52,500 |
| 55030 | Equipment | 95,255 | 123,260 |
| 55035 | Radio Equipment | 5,227 | 5,279 |
| 55040 | Utilities | 523,000 | 553,630 |
| 55050 | Vehicles | 14,000 | 11,675 |
| 55060 | Rentals | 12,000 | 10,000 |
| 55075 | Recreation LAP Subsidy Expense | 0 | 30,000 |
| 56010 | Debenture Interest | 262,423 | 419,248 |
| 56020 | Debenture Principal | 228,697 | 228,697 |
| 56110 | Short-Term Financing Interest | 0 | 0 |
| 56120 | Short-Term Financing Principal | 0 | 0 |
| 57010 | Grants | 58,295 | 58,878 |
| 59000 | Contribution to Reserve | 211,200 | 12,000 |
| 59500 | Transfer to Other Service | 38,045 | 18,995 |
| 59510 | Transfer to Other Service - General Admin. | 319,661 | 316,954 |
| 59520 | Transfer to Other Service - IT Fee | 107,140 | 101,563 |
| 59530 | Transfer to Other Service - Community Ser | 292,503 | 312,722 |
| 60000 | Capital Expenditures | 650,000 | 1,200,000 |
| Total Expenses | | 6,976,247 | 7,860,805 |

# 2025 Capital

- Roof Top Units (RTUs)   $150,000
- Refrigeration Engineering, Procurement  $1,050,000 – could change for 2026
- Combined capital expenditures for 2025 total $1,200,000.
- This will be funded mostly by surplus, $1,034,662 but also by up to $165,338 from reserves.
- Current Reserves Balance - $843,229

# S226 2025 Five-Year Financial Plan

- Requisitions 3% increase after 2025
- Revenue from sales CPI increase
- Salaries and expenses follow CPI
- Debenture Interest – increase 2026 slight decrease in 2029
- Capital fluctuates – long-term planning ongoing
  - Assessments and studies of the facility
- Minimal contributions to reserves
- Regional administrative projects not yet landed – will inform planning

# Asset Management Project (AMP)

Roth IAMS

Draft reports from Consultant regarding the Asset Management roadmap and software analysis to be received in mid November – staff review

Board report in December 2024

# Asset Management

Roth IAMS – 2021

Studied all Recreation Complexes

Recommendations for 20+ years

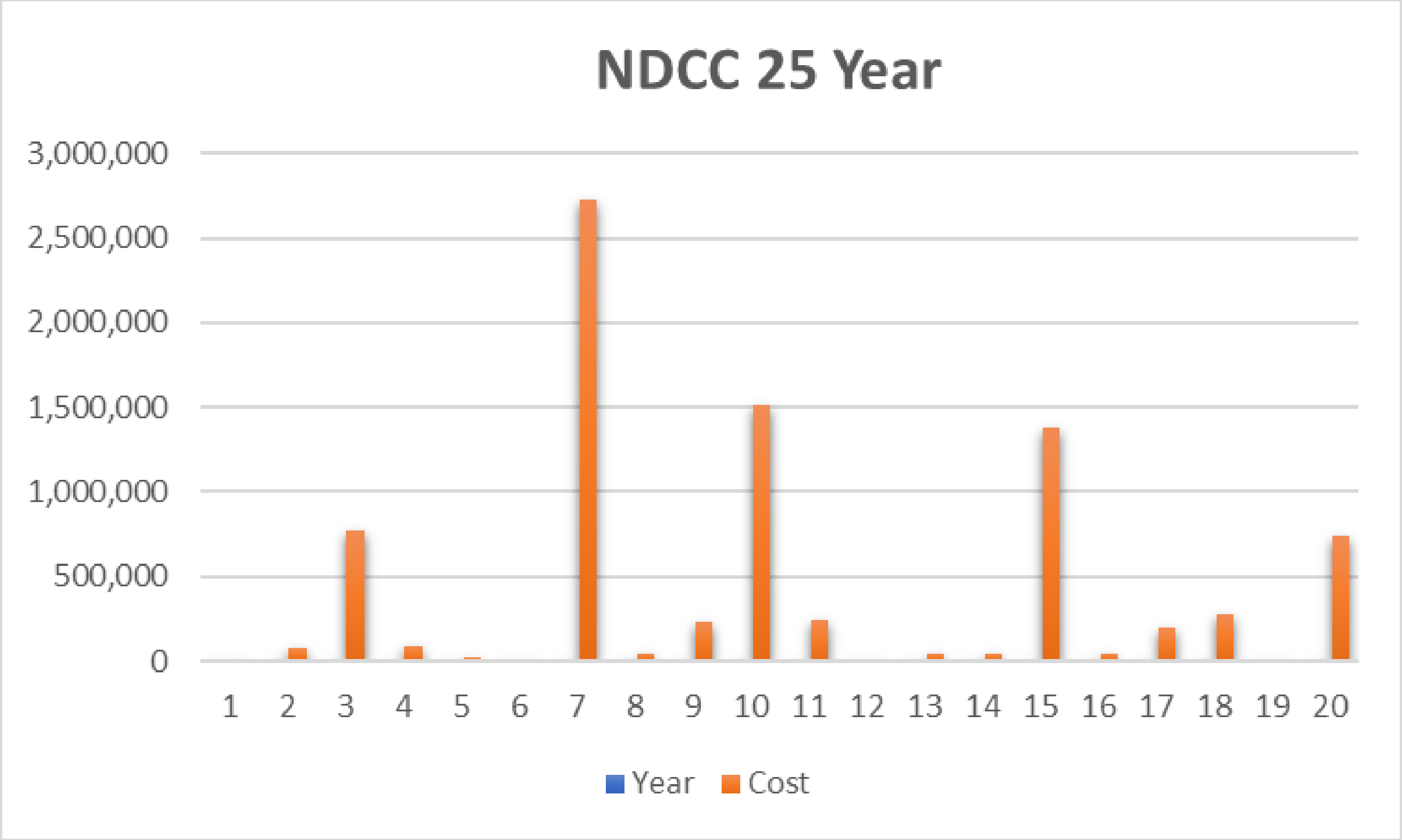
NDCC  $8.3M over 20 years
CDRD $12M over 20 years
CDCC  $4.5M over 25 years

# Asset Management

Roth IAMS – 2021

Studied all Recreation Complexes
Recommendations for 20 years – included the kitchen sink
Linear calculations – age, condition, and expected life cycle, cost = data

| Plan in 2021 | Since |
|---|---|
| NDCC $8.3M over 20 years | $400K boilers $25K RTUs |
| CDRD $12M over 20 years | $1.7M new floor ($4M roofing) |
| CDCC $4.5M over 25 years | $500K roof repairs |




# Asset Management

Linear calculations

Data is valid per the method

Points us in a direction

Some inconsistencies
2027 $2.7M

Not in sync with actuals and costing is old – refrigeration plant much higher

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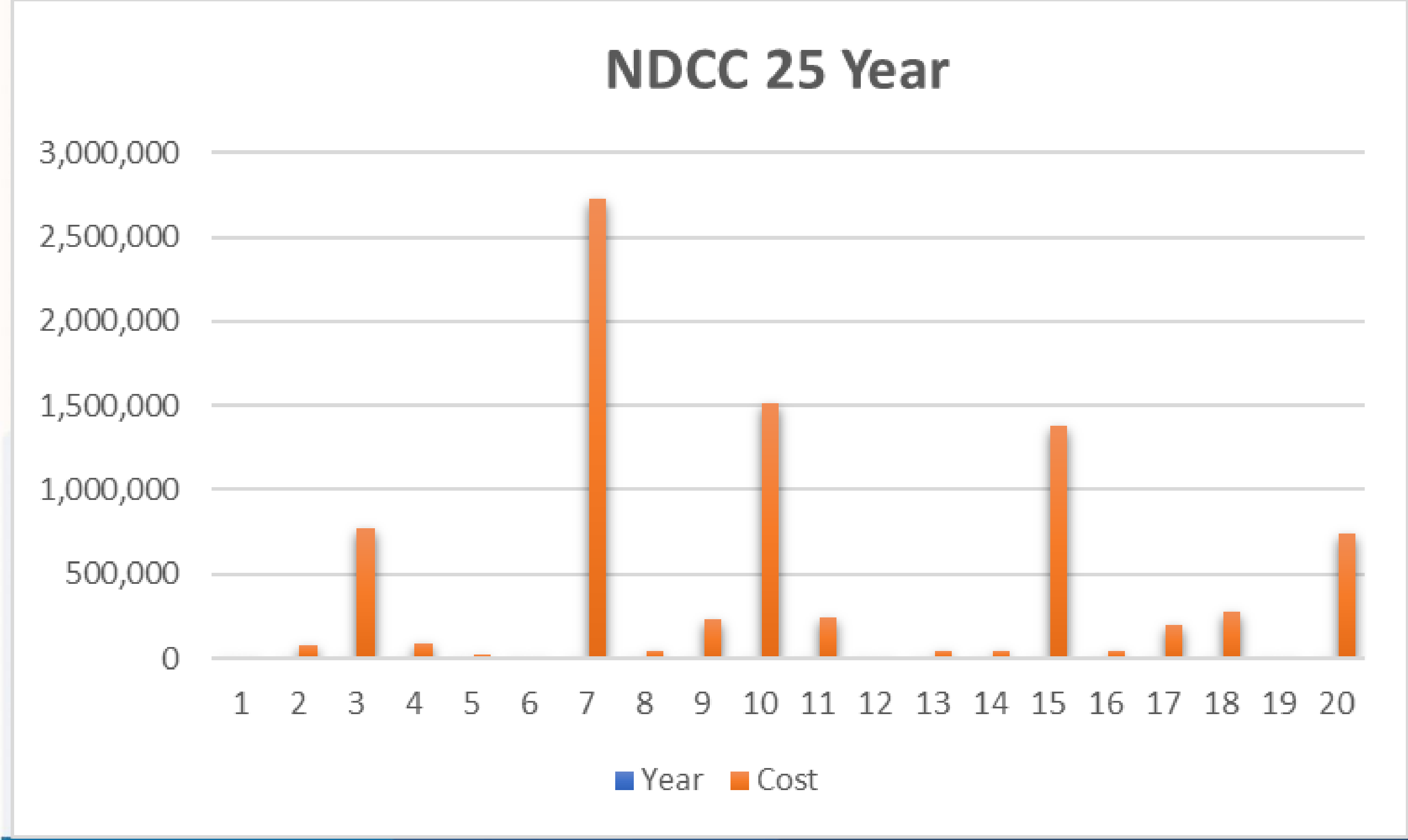
# Asset Management




Balancing this over 20 years

$8.3M /20 = $415k /year
(plus CPI)

No contributions to reserves

At CDRD in 2022 this was implemented somewhat

Already a little behind

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# Asset Management

Facility Condition Indexing – FCI

Calculation based on replacement costs as a percentage of total repairs required

If NDCC would be $80M to replace then $8.3M/$80M = .103

Good < 0.05 Fair 0.05 to 0.10 Poor > 0.10

Indicates an infrastructure deficit

# Asset Management

Further work required:

Additional studies: structural, mechanical, electrical, building envelope, pool specialist, parking lot, - most importantly costing

Could be packaged into a regional procurement for in-depth assessments and better costing

Annual increase to requisitions to balance capital and reserves could be implemented - this is in addition to current five year plan

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# Nelson Regional Sports Council

# Our Mandate

The Nelson Regional Sports Council is an advocate for sport and recreation in our community

# Vision

Community Vision: a healthy active inclusive community

NRSC Vision: The trusted and credible voice for local sport and physical recreation

# Mission Statement

The purpose of the Nelson and Regional Sports Council is to bring together and support sport and physical recreation groups in the Nelson region for community harmony, health, and prosperity.

# Statement of Principles

We value a healthy and physically active community.

We believe accessibility to sport, be it physical, financial or otherwise, should be available to all community members, and in particular, our youth.

We believe that good quality facilities, the development of sport tourism, and community sport coordination are fundamental elements in providing accessibility.

We believe that working in the spirit of cooperation is key to our mission.

## The Goals of the NRSC

Act as a group that represents, advocates, and lobbies on behalf of the sporting and physical recreation (organized and non-organized) community for the good of the whole community.

Act as a central communications body for the sporting community.

Act as a funding agent when necessary with the purpose of forwarding the interests of sport participation of local members.

Act as a sport community resource that provides information and support for organization and sport development when necessary.

# History

Established at the request of the City of Nelson, RDCK and the Nelson Chamber of Commerce to act as a liaison between Rec 5 and sports/recreation user groups

NRSC ran the Civic Arena concession for several years

Over the last 3 years, website established to provide information and updates about sports and recreation in the community of Nelson

Bursary Fund created through Osprey Foundation to establish scholarships for local highschool graduate of sports for post secondary careers.  This bursary is self-sufficient and will continue in perpetuity.

# Current work

Based on the information from our most current AGM, the following is the focus of our work:

Bursary for grads is ongoing

Equipment grant application for our members is currently open

Identified need to support coach development

We continue to collaborate and communicate with the City of Nelson and the RDCK to support their work for community and facility engagement

Subcommittee created to address the shared concerns of our members regarding facilities and facility use in Nelson and to facilitate meetings from all interested organizations

# Recreation facility space use Subcommittee

Subcommittee made of representatives from over 30 sports and recreation organizations

3 subcommittee meetings held since Autumn 2024 with ongoing monthly meetings

Developed survey to ascertain current facility needs

22 sports and recreation group responses to date

# Subcommittee

Based on feedback from the subcommittee a letter was sent to the City of Nelson and Rec 5 commission to reserve all land in the current rec campus for recreation purposes only.

30 signatories from a variety of sports and recreation groups

- Nelson Squash & Athletics society
- Nelson Curling Club
- Kootenay Swim Club
- Nelson Boxing & Athletics club
- Nelson Pickleball
- Nelson Minor Hockey
- Nelson Circus Performers Association
- Performa Dance Company
- Nelson Rowing Club
- Slava Doval’s Dance Fusion
- Nelson Rhythm Ropers
- Nelson Volleyball Club
- Granite Pointe Golf Club
- Frontier Fitness
- Nelson Badminton Club
- Kootenay Martial Arts
- Maverick Strength
- Nelson Rollerderby
- Cube Climbing Centre
- Sail Nelson, Sail Canada
- Nelson Hoops Association
- Nelson Slo-Pitch
- Nelson Soccer Association
- Kootenay Chaos Track & Field
- Nelson Neptunes Swim club
- Intuit Dance Studio
- Nelson Skating Club
- Nelson Tennis Club
- Nelson Dance Society
- Nelson Ultimate Frisbee association

# Survey

Survey sent to representatives of all NRSC member groups

22 user groups responded

21 out of 22 responded that the facilities they use do not meet their current or future needs

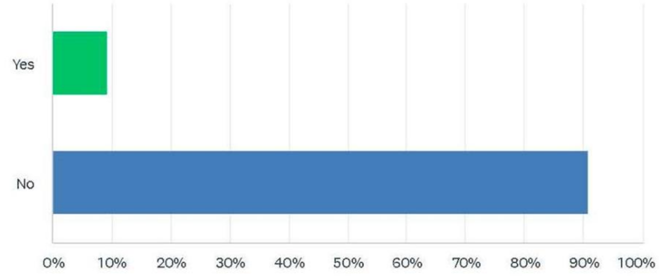
Space concerns echoed by NDCC staff: NDCC is operating at or exceeding capacity (recognized at Rec 5 meeting on February 5, 2025)

# Survey results

Nelson Regional Sports Council Stakeholder Survey    SurveyMonkey

## Q5 Does the facility or space used by your Sports Association meet participants' needs?

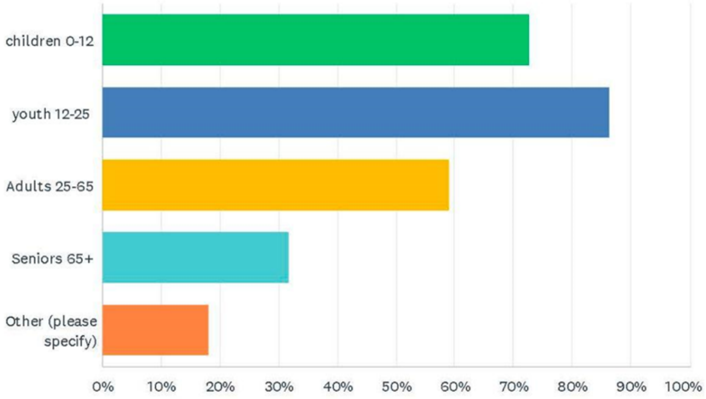
Answered: 22    Skipped: 0




| ANSWER CHOICES | RESPONSES | |
|---|---|---|
| Yes | 9.09% | 2 |
| No | 90.91% | 20 |
| TOTAL | | 22 |

## Q2 Which age groups primarily engage with your association? Please choose all ages that apply to you.

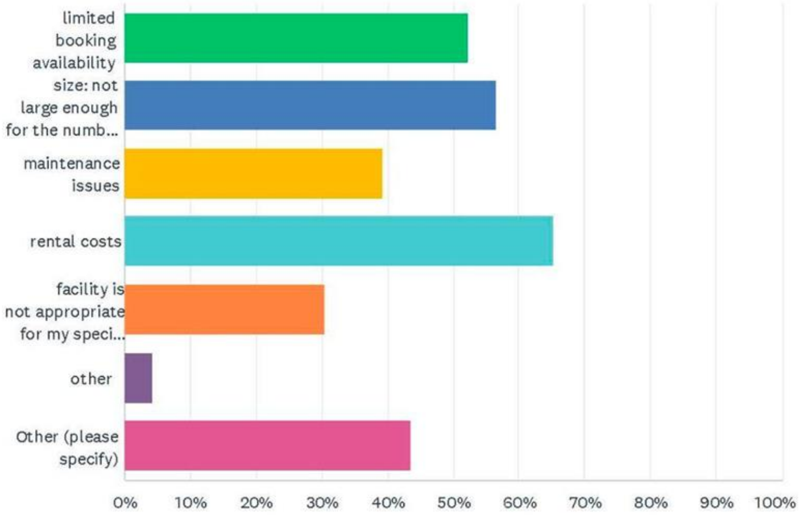
Answered: 22 Skipped: 1




| ANSWER CHOICES | RESPONSES | |
|---|---|---|
| children 0-12 | 72.73% | 16 |
| youth 12-25 | 86.36% | 19 |
| Adults 25-65 | 59.09% | 13 |
| Seniors 65+ | 31.82% | 7 |
| Other (please specify) | 18.18% | 4 |
| Total Respondents: 22 | | |

# Q8 What challenges does your Sports Association face in regard to the spaces/facilities you currently use?

Answered: 23 Skipped: 0



# In conclusion

Based on the information gathered from many sports and recreation groups in our city, there is currently an identified shortage of recreation space and facilities that do not meet the needs of citizens of Nelson

The NRSC will continue to meet its obligations and responsibilities to our mission and Vision statements.

The NRSC will continue to advocate for sport in our community and collaborate with our community and its leaders for a strong vision for sport and recreation and its facilities now and in the future.

**<u>Our ask: The City of Nelson and The Regional District of the Central Kootenay's</u>**

**<u>Support us in meeting our obligations to our community.</u>**

# Commission Report – For Information

*April 30, 2025*

## Nelson & District 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 Winter 2025 Programming with statistics for Nelson & District (S226).

## 2.0 BACKGROUND AND UDPATE

Program activity is reported across aquatics, fitness, arena, camps, and general recreation, and is aligned with the five 2025 RDCK Programming Goals: Accessibility to Services, Customer Service, Standardization, Community Connections, and Fiscal Responsibility. This winter season saw growth in several program areas alongside ongoing challenges related to staffing availability. The information presented reflects both achievements and areas for improvement, with insight to support future planning and continuous improvement in service delivery.

1. **Accessibility to Services**

   *Aquatics*
   - Pre-pandemic hours resumed (98.5 hrs/week)
   - Swim lesson capacity increased to 80% with 32 on the waitlist—indicating strong demand
   - New participants: 91 (first-time registrants), showcasing expanded reach
   - Leadership courses ran below past years due to fewer funded spots; however, recertification courses achieved 100% capacity and supported staff retention
   - The new Adapted swim Lesson program has launched this Spring

   *General Recreation & Camps:*
   - Spring Break Camps reached 77% capacity, however, Pro-D Day Camps were cancelled due to lack of interest

**2. Customer Service**

*Fitness (Pre-registered & Included with Admission)*

- 9.8% increase in participant hours compared to Winter 2024
- Active hiring for 2–4 new instructors is underway to maintain class volume and quality

*Arena*

- Some feedback has been received to request longer public skate times (currently 60 minutes)
- Included with admission arena program demand rose sharply after Civic Centre re-opened indicating the demand for public programs

**3. Standardization**

- Implementation of max capacities in public skate reflects consistency in program management and better control of larger crowds
- NDCC contributed to consistent use of pre-registered and included-with-admission program tracking

**4. Community Connections**

*Visibility & Engagement*

- Arena rentals and programs, like public skate and adult hockey, saw strong attendance once civic reopening allowed for more ice time
- Interest in Pro-D Day specialized camps is growing, with a plan to leverage summer program instructors to build off that success
- Despite registration declines in some areas, first-time participants in aquatics and rec showed good community penetration

*Cross-Department Collaboration*

- Staff were utilized across programs (aquatics, arena, rec, fitness), ensuring meaningful engagement across programming areas

**5. Fiscal Responsibility**

*Camps*

- Adjustments will be explored for 2026, particularly with the Pro-D Day program viability and efficient staffing.
- NDCC staff team is exploring new Pro-D Day models, possibly specialized formats, and increasing marketing efforts to improve participation.

**Programming Financials**

Revenue amounts for Winter 2025 are on par for the first quarter with a small overage in expenses in aquatics. In comparison to Winter 2024, Recreation is underperforming due to the lack of interest in youth programs and Pro-D day camps. In Aquatics:

- Revenue is lower in 2025 because training programs were moved to regional workorders in 2025
- Expenses increased due to the addition of lesson support staff and the late correction of a few salary coding errors, which were identified and adjusted in April

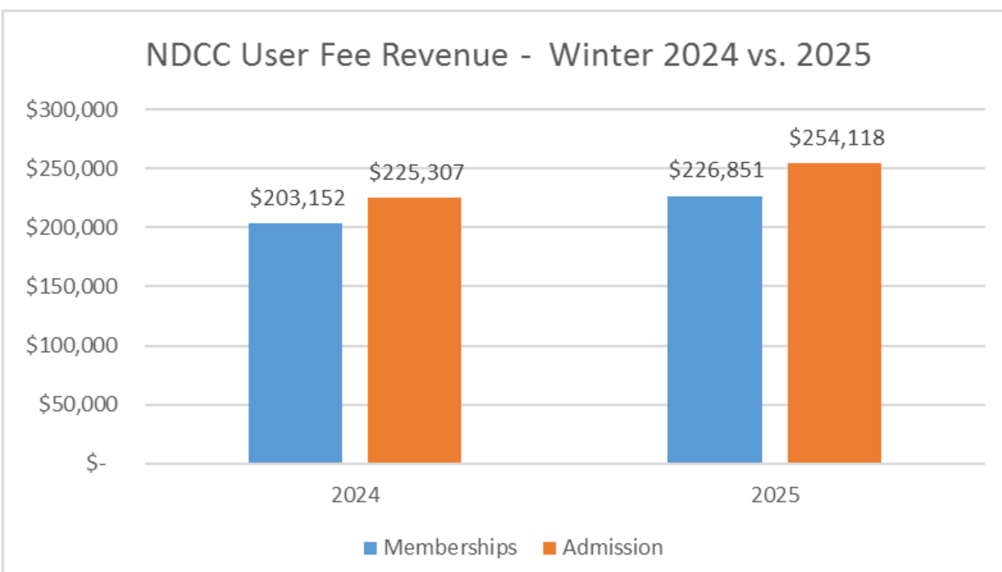
| NDCC Winter 2025 | | |
|---|---|---|
| **Programming Financials** | **YTD** | **Budget** |
| Receation - Revenue | ($6,884) | ($90,320) |
| Recreation - Expenses | $4,121 | $167,215 |
| Arena - Revenue | ($25) | ($11,700) |
| Arena - Expenses | $5,745 | $24,900 |
| Fitness - Revenue | ($33,658) | ($94,500) |
| Fitness - Expenses | $28,785 | $159,178 |
| Aquatics - Revenue | ($21,223) | ($78,705) |
| Aquatics Expenses | $22,663 | $81,453 |

| NDCC Winter 2024 | | |
|---|---|---|
| **Programming Financials** | **YTD** | **Budget** |
| Receation - Revenue | ($11,297) | ($103,500) |
| Recreation - Expenses | $6,677 | $180,000 |
| Arena - Revenue | ($701) | ($3,900) |
| Arena - Expenses | $6,346 | $6,450 |
| Fitness - Revenue | ($32,767) | ($97,780) |
| Fitness - Expenses | $28,617 | $161,206 |
| Aquatics - Revenue | ($26,047) | ($75,968) |
| Aquatics Expenses | $17,910 | $91,167 |

**User Fees**

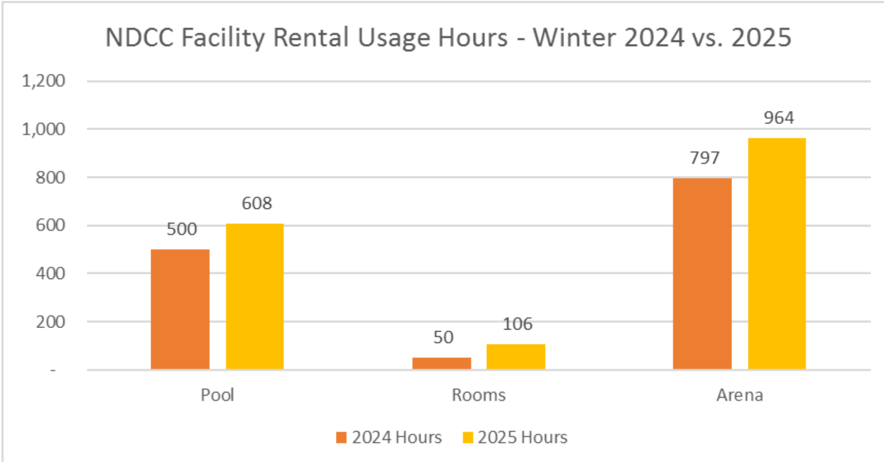
The chart below reflects the admission and membership revenue for S226.

- Both memberships and admissions are on par with previous winter seasons with a minor increase in overall usage in comparison to Winter 2024
  - Memberships sold in 2024 were 2,835 and 3,175 in 2025
  - Single admissions to the facility were 27,973 in 2024 and 28,500 in 2025



**Facility Rentals**

Facility rental hours are up slightly in Winter 2025 from 2024. Arena usage saw a spike in usage after the Civic closure in late 2024.




## 3.0 NEXT STEPS AND TIMELINE

Over the next quarter, staff will continue with the following work:

**Accessibility to Services**

- Monitor the new adapted swim lesson program

**Customer Service**

- Continue to work on hiring new staff for camps

**Standardization**

- Implementation of standardized max class capacities in fitness

**Community Connections**

- Explore ways to boost interest in leadership courses across the region
- More research to find out why there is lower interest in youth programming
- Increase visibility for camps and youth recreation programs using different promotional avenues

Respectfully submitted,

Tia Wayling – Regional Programming Manager

## CONCURRENCE

General Manager, Community Services – Joe Chirico

Regional Manager, Recreation & Client Services – Trisha Davison

# Committee Report – For Information

*April 30, 2025*

## S226 Service Withdrawal and Taxation Area E

| | |
|---|---|
| **Author:** | Joe Chirico, General Manager |
| **File Reference:** | 01-0520-50-RC5 |
| **Electoral Area/Municipality:** | City of Nelson, Area F and Area E |
| **Services Impacted** | S226 |

## 1.0 PURPOSE OF REPORT

The intent of this report is to outline the process of how a participating area in a service could withdraw and to illustrate how taxation within Area E would change if all of Area E participated in service S226.

## 2.0 BACKGROUND AND UDPATE

From February 11, 2025 the regularly scheduled Commission meeting the following directions to staff resolutions were passed:

1. The Commission direct staff to provide information on how participants could withdraw from a service within the Regional District of Central Kootenay.

2. The Commission direct staff to provide a comparison of what a resident in Area E would pay if all of Area E was included in Service S226-Nelson and Areas F and Defined E.

**Withdrawal from a service:**

The following services are exempted from withdrawal under Division 6 [Dispute Resolution in Relation to Services] of Part 10 [Regional Districts: Service Structure and Establishing Bylaws] of the Local Government Act:

a) an emergency telephone system, including an emergency 911 system;

b) a transit service;

c) a regional parks service established under the Local Government Act;

d) the service of the regulation, storage and management of municipal solid waste and recyclable material.

For other services, like the Nelson and District Community Facilities, Recreation, and Leisure Service Establishment Bylaw (S226) which includes the City of Nelson, Area F and Defined Area E the Province grants autonomy to Regional Districts to amend Service Establishment Bylaws to meet the growing/changing needs of communities. The province provides guidance on this:

https://www2.gov.bc.ca/gov/content?id=6CC3C96E06E34E129D3F29D852C8D791

This is included as Appendix C – Bylaw amendment, repeal and conversion requirements.

The current bylaw for S226 does not contain any special provisions for service withdrawal. This means that when the bylaw was adopted by the Board it does not contain a process for a participating area to withdraw from the service.

To begin the process of withdrawing, 2/3 of participants would need to consent for the amendment to the bylaw to change the participating areas with approval of the inspector. The Minister may also order that the amendment or repeal bylaw receive the approval of the electors. It is important to note the Minister determines which electors participate in that process – not the Board.

As S226 is responsible for borrowing, operations and asset management of significant recreational facilities the Minister will expect that all participants will negotiate in good faith to reach an agreement to continue the service. For Service S226 a Service Review was conducted between 2029 and 2023 (Appendix A). The result of the service review was Bylaw No. 2865 to amend Establishment Bylaw No. 1623 to update the service requirements (Appendix B).

The changes to the establishment bylaw clearly define what the service funds and provides guidance on how new services could be added. The current public engagement on the Recreation Campus is a good example of Commission and the Board following the intent of the bylaw.

**Area E Taxation:**

The following is how 2025 taxation would be different if all of Area E funded S226 as compared to only a Defined Portion of Area E.

In 2025 $500,000 of land and improvements in the current service area will pay $285.64. If all of Area E participated this amount would be $248.82. Current participants would decrease $36.82 in this example. In the portion of Area E not participating in the service, their taxation would increase $248.82.

## 3.0 NEXT STEPS AND TIMELINE

There are no projected next steps unless directed by Commission.

J. Chirico

Respectfully submitted,
Joe Chirico – General Manager of Community Services

**ATTACHMENTS:**
Attachment A – Service Review
Attachment B – Bylaw No. 2865
Attachment C – Province of BC – Bylaw amendment, repeal and conversion requirements

# S226 Service Review

## Background Report

September 20, 2022

Final

Prepared for: RDCK S226 Service Review Committee

Prepared by: RC Strategies



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# Table of Contents

# 1. Introduction and methodology

S226 is a service of the Regional District of Central Kootenay that provides residents and visitors opportunities to participate in indoor and outdoor recreation activities.  Because of this service, people are more able to be physically active and connected to their communities.  The participants in the S226 Benefitting Area are the City of Nelson, Electoral Area F and defined portions of Electoral Area E.

Since the inception of the Regional District in the early 1970's, S226 has taken on many forms.  It began with a focus on recreational programming which was then expanded to include the aquatics / fitness facility operation, arena and field program coordination and eventually the operations of a new arena and facility expansion in the early 2000's.  For a more detailed overview of the history of S226 please refer to the appendix.

As is the case with all Regional District services in the Province of British Columbia, if a party to the service has concerns with the business of the service, they can request a Service Review to address concerns and explore possible solutions.  In 2019, a Service Review was initiated by Area E to address concerns related to the scope and operations of the service.

The Service Review for S226 began with facilitated discussions with the Commission responsible for governing the service and RDCK administration. Eventually a consulting company (RC Strategies) was hired to help explore the situation and formulate potential solutions.  RC Strategies conducted a formal background review of relevant planning and legal documentation, conducted interviews with RDCK administrative staff and key stakeholders, and facilitated a survey of the Directors associated with the services.  RC Strategies also facilitated a workshop with the Service Review Committee (members of the Commission responsible for the service as well as other key stakeholders) to discuss issues and potential solutions.  This report outlines the findings of the entire review process and provides a path forward that was identified through informed consent of all parties involved.

# 2. What we've learned

The background review included review of the various service establishment and commission bylaws and amendments occurring since the Service was first set up. A review of other key documents such as the formal reporting requirements for the Service Review, the Nelson and District Parks and Recreation Master Plan and Master Plans from other regions throughout the RDCK was also completed.

Key learnings from this background review were as follows. Many of these findings confirmed the issues brought forward in initiating the Service Review.

- The Establishment bylaw is vague in its explanation of the services provided through S226.
- The current tax assessment in the areas that are party to S226 is such that the service could be expanded significantly without typical elector approval requirements.
- For the two major shifts in service provided by S226, voter assent (referendum) was required.
- The current Master Plan provides direction on future service delivery, programming and facilities but does not outline a process for resource development nor a framework for prioritization of new or expanded services.
- The current Master Plan was completed in 2016, prior to major shifts in the recreation market associated with COVID and other considerations.

In addition to the background review, a survey of Commission members and other key stakeholders was conducted. Specific questions related to the issues raised in the Service Review and potential solutions were probed. The following summarizes the results of the survey.

- There was general agreement (majority) that elector approval should be required for service level expansion.
- There was general agreement (majority) that asset management should be an administrative responsibility.
- There was no clear collective opinion on the form of the final outcome of this process (repeal, amendment, policy level solutions, etc.).

Further to these survey findings, the background review, and the experiences of the consulting team, issues related to recreation and issues related to governance were identified.

Issues related to recreation

- The subjective nature of recreation as a public service and lack of clear direction on what role local government should have.
- Most local governments have inadequate asset management practices.
- It is not uncommon to see political tension between urban and rural areas.

Issues related to governance

- The ability to expand service without elector approval (referendum or AAP) due to vague Establishment Bylaw wording and assessment levels / affordability.
- Urban / City control over Commission voting.
- Antiquated governance documentation (Establishment and Commission Bylaws).
- The boundaries of S226 may be too narrow.

These findings were presented at the Committee Workshop and form the rationale for the proposed solutions.

# 3. Proposed solution

The proposed solution is as follows:

*Amend the Establishment Bylaw for S226 (which may or may not require elector approval) to reflect the following…*

- *Clearly define the scope of service in a new bylaw based on current assets and services.*
- *Use a set of pre-approval and electoral approval tools to explore new service additions from time to time and making significant investments in existing facilities on an ongoing basis.*
- *Include prudent asset management in current assets in scope.*

## Defining scope…

This solution first entails defining a scope of services offered through S226. This scope has been agreed to as all of the infrastructure and programs supported by S226 as of August 2022. For a complete list please refer to the appendix.

## Tools for exploring new services and major investments…

For pre-approval and electoral tools related to investment decision making, the appendix outlines a planning process which both the Commission (for projects brought forward by the City of Nelson or Areas E and F) and potential partners external to the Commission (projects proposed by community groups or other organizations) should be held accountable to completing prior to decision making.

Further to this planning process, the appendix outlines a criteria-based framework for assessing need (determining if current service levels are appropriate or not) and prioritizing any new investments. This framework is to be used in feasibility and planning work, ultimately influencing investment in new and existing facilities.

Once necessary information is generated and the processes outlined are followed, the Commission will use legislated Elector Approval Tools (Referendum or Alternate Approval Process) **for all investments in new or expanded services over $250,000**, regardless of whether required to do so by legislation or not.

## Asset management…

With regard to asset management, the appendix includes an asset management and facility condition index approach that will help the Commission make decisions and provide guidance related to S226.

# 4. Implementation considerations

Key next steps associated with this service review include the following:

1. Draft a Establishment Bylaw amendment (Q3 2022)
2. Adopt tools presented herein until revisiting Master Plan occurs (Q4 2022)
3. Revisit / confirm tools presented herein during next Master Plan process (future)

Also important to note is that there were some other issues identified during this review process that may require attention in the future but that do not need to be addressed currently in order to remedy the primary concerns that instigated the review in the first place. These are listed as follows.

- Rural / urban relationships building at the Commission and community level.
- The renewing and revisiting of the current parks and recreation strategic planning of the Commission.
- The potential expansion of the S226 to include other areas within the RDCK.

Once the other recommended elements of this review are implemented by the Commission, it would be prudent to revisit each of the items above to determine if there is a need to address any at that point in time. The Commission may also consider a moratorium on any new service expansion until the tools and processes outlined herein are in place.

# Appendices

## S226 History

| Year | Event | What it Does |
|---|---|---|
| 1966 | By-Law 132 | Establishes a Recreation Program Service covering the City of Nelson, All of Electoral Area F and a portion of Electoral Area E calling it Recreation Commission Five and creates a Commission to manage it. |
| 1973 | By-Law 148 | Puts the Question of participating in an indoor pool function to the electors of the City of Nelson, all of Electoral Area F and a portion of Electoral Area E. (referendum passes) |
| 1991 | By-Law 837 | Establishes the Nelson and District Aquatic Centre and Recreation Function and delegates all powers except for the employment of staff to a Commission provided costs are within budget approved by the RDCK Board. Commission to have 10 members with majority outside the City. |
| 1991 | By-Law 838 | Adjusts the composition and authority of the original 1966 Recreation Commission Five to match the structure and authority of the new Aquatic Centre Commission as above. |
| 1997 | By-Law 1223 | Has little effect and makes minor adjustments to the Aquatic Centre Commission established in By-Law 837 |
| 1997 | By-Law 1224 | Has little effect and makes minor adjustments to the Aquatic Centre Commission established in By-Law 838 |
| 1998 | By-Law 1275 | Adjusts the two parallel Commissions, expanding both from 10 members to 14 members so that the representation from inside and outside of the City are more or less equal. |
| 2000 | By-Law 1448 | Converts Recreation Commission Five to a service and limits taxation to .311 mills. |
| 2003 | By-Law 1623 | Merges the Recreation Commission Five and Aquatic Centre Commissions to manage both and sets an overall taxation limit of 1.68 mills. |
| 2009 | By-Law 2060 | Amends the structure of the combined Commission, reducing it to five members, with the City now having the majority of votes. |
| 2016 | Commission motion | Takes over the entire operation of the Civic Centre Arena (mostly financed before, but now completely financed). |

# Facilities and services in scope of S226

## NELSON & AREA RECREATION FACILITIES

**The following table identifies the operational relationship between the Regional District of Central Kootenay (RDCK) and the City of Nelson as of January 2021.**

**Note: Facilities, parks and trails listed on this table came from the Nelson & District Parks & Recreation Master Plan and are part of RDCK Service S226 Recreation Facility - Nelson a**

| FACITLITY/BUILDING | OWNERSHIP | MANAGEMENT RELATIONSHIP | OPERATIONS | PROGRAMING |
|---|---|---|---|---|
| **Balfour Hall** | Balfour Recreation Society | None | Balfour Recreation Society | Balfour Recreation Society |
| **Civic Arena** | City of Nelson | City of Nelson - Agreement | City of Nelson/RDCK | RDCK - Community Organisatio |
| **Civic Centre Blue Room** | City of Nelson | City of Nelson | City of Nelson | Rental Space |
| **Civic Theatre** | City of Nelson | City of Nelson - Lease | City of Nelson/Civic Theatre | Civic Theatre Society |
| **Glacier Gymnastics Club** | City of Nelson | City of Nelson - Lease | City of Nelson/Gymnastics Club | Gymnastics Club |
| **Harrop Hall** | Harrop & Dist. Com. Centre Society | Harrop Hall | Harrop Hall | Harrop Hall |
| **Gyro Pool** | City of Nelson | City of Nelson - Agreement | City of Nelson/RDCK | RDCK |
| **Lakeside Washrooms/Paddle Rental Centre** | City of Nelson | City of Nelson - Agreement | City of Nelson/RDCK | RDCK |
| **LVR Multisport Facility (Tennis/pickleball courts)** | School District | Nelson Tennis Club - Agreement | School District/Tennis Club | School District/Tennis Club |
| **Mary Hall** | City of Nelson | Selkirk College - Agreement | Selkirk College | Selkirk College |
| **Nelson Curling Club** | City of Nelson | City of Nelson - Lease | City of Nelson/Curling Club | Curling Club |
| **Nelson & District Community Complex** | RDCK | RDCK | RDCK | RDCK - Community Organisatio |
| **Nelson & District Senior's Coordinating Society** | City of Nelson | City of Nelson - Lease | City of Nelson | Senior's Society |
| **Nelson & District Youth Centre** | City of Nelson | City of Nelson | City of Nelson | City of Nelson |
| **Nelson Skateboard & Bike Park (Rosemont Park)** | City of Nelson | City of Nelson | City of Nelson | City of Nelson |
| **Nelson Soccer Association** | City of Nelson | City of Nelson - Lease | City of Nelson/Soccer Association | Soccer Association |
| **North Shore Hall** | RDCK | RDCK | RDCK | RDCK - Community Organisatio |
| **Procter Hall** | Procter Community Society | Procter Hall | Procter Hall | Procter Hall |
| **Taghum Hall** | Taghum Hall Society | Taghum Hall Society | Taghum Hall Society | Taghum Hall Society |
| **PARKS/TRAILS** | | | | |
| **Art Gibbons Memorial Park (Rosemont Park)** | City of Nelson | City of Nelson | City of Nelson | City of Nelson |
| **Balfour Beach Regional Park** | RDCK | RDCK | RDCK | RDCK |
| **Bonnington Regional Park** | RDCK | RDCK | RDCK | RDCK |
| **Cottonwood Falls Park** | City of Nelson | City of Nelson | City of Nelson | City of Nelson |
| **Cottonwood Lake Regional Park** | RDCK | RDCK | RDCK | RDCK - Community Organisatio |
| **Dog walk (at Nelson Airport)** | City of Nelson | City of Nelson | City of Nelson | City of Nelson |
| **Gyro Park** | City of Nelson | City of Nelson | City of Nelson | RDCK |
| **IOED Park** | City of Nelson | City of Nelson | City of Nelson | City of Nelson |
| **James Johnstone Regional Park** | RDCK | RDCK | RDCK | RDCK |
| **Lakeside Park (Rotary Lakeside Park)** | City of Nelson | City of Nelson - Contribution | City of Nelson | Community Organisations |
| **Lakeside Park Playing Fields** | City of Nelson | City of Nelson - Contribution | City of Nelson | Community Organisations |
| **Lakeside Park Walkway** | City of Nelson | City of Nelson - Contribution | City of Nelson | City of Nelson |
| **Lion's Park** | City of Nelson | City of Nelson | City of Nelson | City of Nelson |
| **Lyon's Bluff Trail** | Province | Province | Province | Province |
| **McDonalds Landing Regional Park** | RDCK | RDCK | RDCK | RDCK - Community Organisatio |
| **Morning Mountain Regional Park** | RDCK | RDCK | RDCK | RDCK - Community Organisatio |
| **Nelson Memorial Park (Cemetery)** | City of Nelson | City of Nelson - Contribution | City of Nelson | City of Nelson |
| **Nelson Salmo Great Northern Trail** | RDCK | RDCK | RDCK | RDCK - Community Organisatio |
| **Provincial Park - Kokanee - Visitor Centre** | Province | Community - Contribution | Community Organisation | Community Organisation |
| **Pulpit Rock Access Regional Trail** | RDCK | RDCK | RDCK | RDCK - Community Organisatio |
| **Queen Elizabeth Park** | City of Nelson | City of Nelson - Contribution | City of Nelson | Community Organisations |
| **Sunshine Bay Regional Park** | RDCK | RDCK | RDCK | RDCK - Community Organisatio |
| **Taghum Beach Regional Park** | RDCK | RDCK | RDCK | RDCK |
| **Various Trails** | Province | Provincial - Agreements | Community Organisations | Community Organisations |
| **OTHER** | | | | |
| **Recreation Commission No. 10** | RDCK | RDCK | RDCK | Community Organisations |
| **Nelson Municipal Library** | City of Nelson | City of Nelson - Contribution | City of Nelson | City of Nelson |

**nd Areas E & F.**

| | BOOKING | CAPITAL | SERVICE | TAXPAYERS | RDCK VOTER ASSENT |
|---|---|---|---|---|---|
| | Balfour Recreation Society | Balfour Recreation Society | None | No Direct | No |
| ons | RDCK S226 | City of Nelson/RDCK (Refrigeration) | City of Nelson/RDCK S226 | Nelson/Nelson, F, Def E (west) | Ownership - No/Programing - NA |
| | RDCK S226 | City of Nelson | City of Nelson | Nelson | Ownership - No |
| | Civic Theatre Society | City of Nelson/Civic Theatre | City of Nelson/Civic Theatre | Nelson/Nelson, F, Def E (west) | Ownership - No |
| | Gymnastics Club | City of Nelson/Gymnastics Club | City of Nelson/Gymnastics Club | Nelson | Ownership - No |
| | Harrop Hall | Harrop Hall | None | No Direct | No |
| | N/A | City of Nelson | City of Nelson/RDCK S226 | Nelson/Nelson, F, Def E (west) | Ownership - No/Programing - NA |
| | N/A | City of Nelson | City of Nelson/RDCK S226 | Nelson/Nelson, F, Def E (west) | Ownership - No/Programing - NA |
| | School District/Tennis Club | School District/Tennis Club | None | School District | No |
| | Selkirk College | Selkirk College | Selkirk College | Nelson/Provincial | No |
| | Curling Club | City of Nelson/Curling Club | City of Nelson/Curling Club | Nelson | Ownership - No |
| ons | RDCK S226 | RDCK S226 | RDCK S226 | Nelson, F, Def E (west) | Ownership - Yes/Programing - NA |
| | Senior's Society | City of Nelson | Senior's Society | Nelson | Ownership - No |
| | City of Nelson | City of Nelson | City of Nelson | Nelson | Ownership - No |
| | City of Nelson | City of Nelson | City of Nelson | City of Nelson | No |
| | Soccer Association | City of Nelson/Soccer Association | Soccer Association | Nelson | Ownership - No |
| ons | RDCK | RDCK | RDCK S211/S226 | F/Nelson, F, Def E (west) | Ownership - Yes/Programing - NA |
| | Procter Hall | Procter Hall | None | No Direct | No |
| | Taghum Hall Society | Taghum Hall Society | None | No Direct | No |
| | | | | | |
| | City of Nelson | City of Nelson | City of Nelson | City of Nelson | NA for this service type of service |
| | RDCK | RDCK | RDCK S202 | Nelson,Salmo,E,F,G | NA for this service type of service |
| | RDCK | RDCK | RDCK S202 | Nelson,Salmo,E,F,G | NA for this service type of service |
| | City of Nelson | City of Nelson | City of Nelson | City of Nelson | NA for this service type of service |
| ons | RDCK | RDCK | RDCK S202 | Nelson,Salmo,E,F,G | NA for this service type of service |
| | City of Nelson | City of Nelson | City of Nelson | City of Nelson | NA for this service type of service |
| | City of Nelson | City of Nelson | City of Nelson/RDCK S226 | Nelson/Nelson, F, Def E (west) | NA for this service type of service |
| | City of Nelson | City of Nelson | City of Nelson | City of Nelson | NA for this service type of service |
| | RDCK | RDCK | RDCK S202 | Nelson,Salmo,E,F,G | NA for this service type of service |
| | RDCK | City of Nelson | RDCK S202/City of Nelson | Nelson,Salmo,E,F,G/Nelson | NA for this service type of service |
| | RDCK | City of Nelson | RDCK S202/City of Nelson | Nelson,Salmo,E,F,G/Nelson | NA for this service type of service |
| | RDCK | City of Nelson | RDCK S202/City of Nelson | Nelson,Salmo,E,F,G/Nelson | NA for this service type of service |
| | City of Nelson | City of Nelson | City of Nelson | City of Nelson | NA for this service type of service |
| | Province | Province | Province | Province | NA for this service type of service |
| ons | RDCK | RDCK | RDCK S202 | Nelson,Salmo,E,F,G | NA for this service type of service |
| ons | RDCK | RDCK | RDCK S202 | Nelson,Salmo,E,F,G | NA for this service type of service |
| | City of Nelson | City of Nelson | City of Nelson/RDCK S176 | Nelson/E,F | NA for this service type of service |
| ons | RDCK | RDCK | RDCK S202 | Nelson,Salmo,E,F,G | NA for this service type of service |
| | NA | Province/Community Organisation | Province/RDCK S202/Others | Province/Nelson,Salmo,E,F,G | NA for this service type of service |
| ons | RDCK | RDCK | RDCK S202 | Nelson,Salmo,E,F,G | NA for this service type of service |
| | RDCK | City of Nelson | City of Nelson/RDCK S226 | Nelson/Nelson, F, Def E (west) | NA for this service type of service |
| ons | RDCK - Community Organisations | RDCK | RDCK S202 | Nelson,Salmo,E,F,G | NA for this service type of service |
| | RDCK | RDCK | RDCK S202 | Nelson,Salmo,E,F,G | NA for this service type of service |
| | Community Organisations | Community Organisations | Province/RDCK S202/Others | Province/Nelson,Salmo,E,F,G | NA for this service type of service |
| | | | | | |
| | NA | NA | RDCK S279 | DEF E (east) | NA for this service type of service |
| | City of Nelson | City of Nelson | City of Nelson/RDCK S199, S200 | City of Nelson/ F / H | Contribution - Yes |

## Planning protocol

Determining the feasibility of, planning, and developing facilities is a significant undertaking. It can be a lengthy process and is costly. To appropriately develop a facility, a defined process should be followed. This process lays out a logical pathway that considers the information gleaned from community engagement and research and works through more detailed levels of planning for facility need including anticipated costs.

The planning is intended to more clearly understand the project and its need along with the impacts the potential facility will have in the community. The process is instructive for community organizations to understand the diligence the RDCK will undertake as they work through this process. It can assist groups who are keen to help with the development of a facility to understand the types of information needed. Sometimes groups will provide some assistance by providing some elements of the information required.

### Project Development Process

**Strategic Planning**
Establishes needs and priorities.

**Tactical Planning**
Clarifies how to best meet identified needs and priorities.

**Preliminary Need Identified**

- Does the recreation and parks project comply with the goals and strategic intent set out by the RDCK or its delivery partners and the RDCK's Parks and Recreation Master Plan?
- Does the resource service RDCK residents?
- Have any of the feasibility planning thresholds/ triggers been met?

**Needs Assessment**

- Conduct needs assessments, including:
  - » Resource provision in the market area;
  - » Demographics and growth;
  - » Trends; and
  - » Public consultation.
- Define the need for the resource in question. Have any of the feasibility planning thresholds/ triggers been met?

3 Months

**Feasibility Analysis**

- Explore impacts on resource development, including options for:
  - » Primary & secondary components;
  - » Potential sites; and
  - » Expansion (if existing) or building new.
- Impacts on existing resources.
- Capital and operating financial implications or resource provision.
- Business plan.
- Recommended course of action.

3 Months

**Resource Development**

- Detailed design of project.
- Detailed business planning.
- Fundraising.*
- Construction.

* If required.

12 – 24 Months

*taken from the 2020 Regional District of Central Kootenay – Town of Creston and Electoral Areas A, B & C Parks and Recreation

Master Plan While the process can seem daunting, when considering potential projects in excess of $1M it is appropriate. The process can take from 18 to 30 months but with a commitment of public monies this deliberate approach is warranted. The process should be employed for potential facilities developed by the RDCK but also for projects led by community organizations who are looking for public support for the development.

The term potential project is utilized because there are decision points along the way to enable further study to be halted. It is typically upon completion of the feasibility study that people start to see projects as realities even though completion of a feasibility study does not mean a commitment to construction. Some commitment is needed to complete a feasibility study – either through the hiring of an independent resource or allocation of staff time some resources are required for this study. Typically a feasibility study needs to include a program of public engagement preferably one that is considered representative of the entire community. Facility concepts are included as part of the study along with anticipated capital costs and operating costs.

If two or more of the following triggers are met, it is recommended to start the feasibility analysis.

1. Facility spaces currently being offered approach 80% to 90% utilization on a sustained basis.
2. The cost to repair a facility is 50% or more of the cost to replace.
3. Trends and market assessment support that future demands for the facility type will remain stable or increase.
4. The facility in question and program services proposed provide equitable access for all residents as a public service.
5. The facility type and function aligns with RDCK strategic planning, broader planning initiatives and the Strategic Foundation outlined in related parks and recreation strategic plans.
6. Facility type and function are not currently or adequately provided through other agencies or private sector services in the region.
7. Potential or confirmed operational/capital partners are committed and established as registered societies, institutions or municipal governments and collectively represent sufficient membership or market segments to sustain use of the development for the life of the development.
8. An external partner (institution, municipality, volunteer and/or non-profit group) leading a facility development initiative has, or has access to, significant capital and/or operating resources.

**The process will help the Commission determine feasibility and ensure that necessary information is gathered and influences decision making related to public resources.**

# Asset management and facility condition index approach

Parks and recreation facilities are some of the costliest municipal facilities to develop and operate. They typically require a sizeable contingent of staff to operate and operations (including maintenance and utilities) are costly. As facilities age, greater investment is needed to maintain its functionality. The physical plant deteriorates and ultimately significant repair and / or replacement is needed. An asset management approach is a systematic means of planning for repair, refurbishment and redevelopment of facilities. Developing these plans helps prepare for the ultimate costs necessary.

Lifecycle budgeting involves setting aside a portion of funds in the operational budgets needed to pay for future costs of expected repairs or refurbishment. Typically a fixed percentage of estimated asset replacement value is identified and included in the budget. This can be 1.7-2.5% of replacement value.[1] Consider an arena. At some point the ice plant will need replacing and undertaking this type of budgeting will provide the funding necessary to replace the ice plant at the time without impacting the operational funding for that year.

The commission should strive to invest 2.1% of replacement value into a life cycle reserve fund to help offset major expenses incurred in sustaining existing parks and facilities.

Some municipalities include facility amenity refreshment planning as part of their asset management approach. This planning suggests that beyond the physical plant of the facility there can be a need to change or refresh the amenity. For example some aquatic facilities are refreshed to include leisure amenities that may have become "must have" elements long after the facility was built. Some facilities require periodic reinvestment to ensure the functional use and relevance of it is maintained.

Facility and site lifecycle replacement budgeting includes planning to replace existing facilities when the cost-benefit analysis associated with reinvestment is not warranted and new replacement infrastructure is the most appropriate way to proceed. Facility and site replacement budgeting would suggest that facilities are not only maintained on an annual basis through facility lifecycle planning but that money is also put away through operating budgets to pay for building new replacement facilities. As the life span of recreation facilities and spaces is typically between 40 – 60 years, this annual replacement planning would theoretically put smaller amounts away each year so that when the facility is decommissioned and needs to be replaced a substantial portion of the capital replacement value is already in reserves.

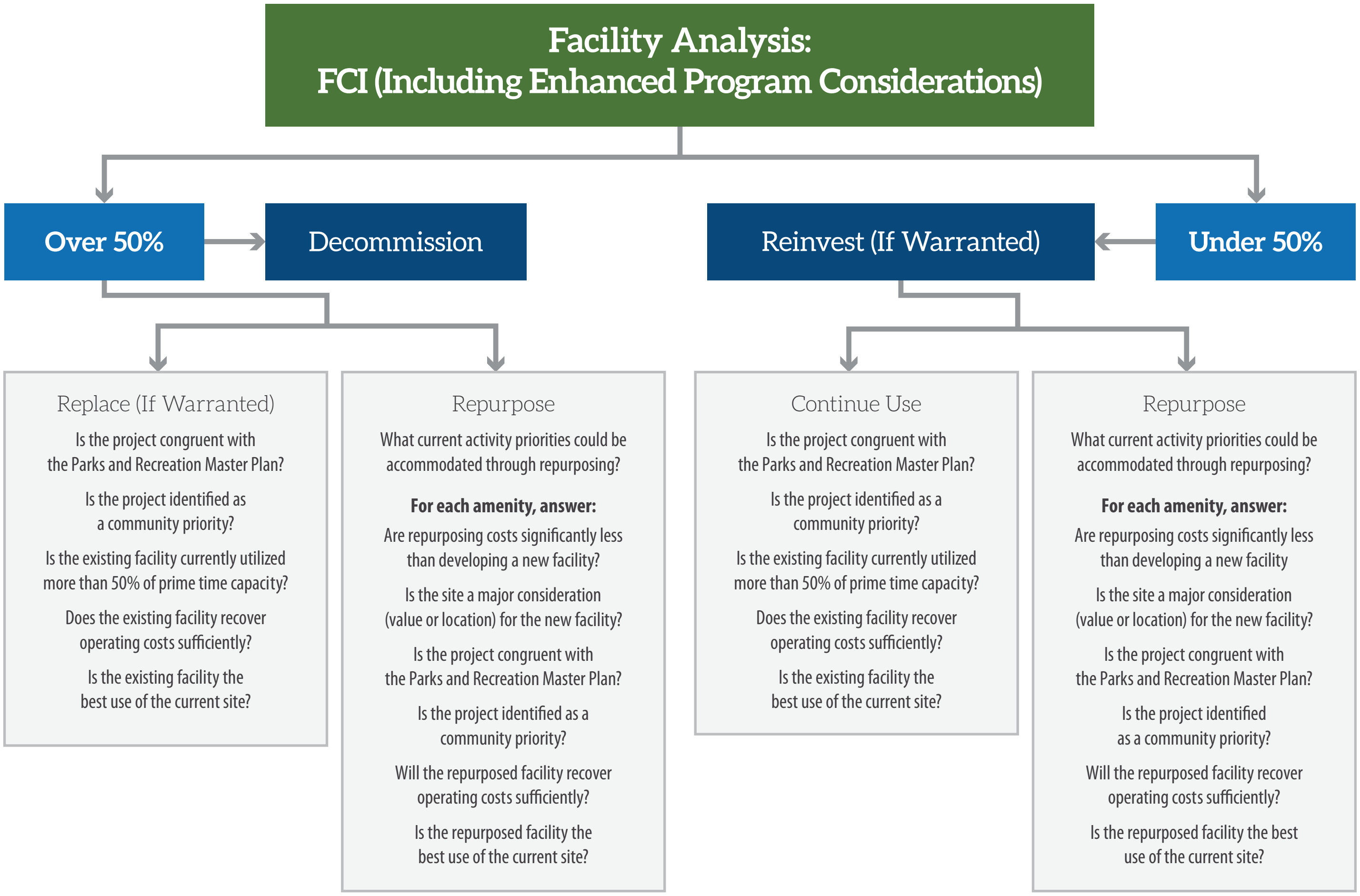
Further to the merits of lifecycle budgeting, even those municipalities that have secured sufficient lifecycle replacement budgets to actually replace facilities and sites need to decide what is most appropriate: reinvestment, repurposing, or replacing existing facilities or sites.

The repurposing of existing indoor and outdoor recreation and parks facilities has great potential for meeting the needs of expanding programs as well as meeting the needs of newly introduced activities in the area. In order to effectively do so, facilities considered for repurposing must be analyzed in terms of exiting usage levels, and the costs associated with any changes. As even underutilized spaces in the area are valued by some residents, appropriate justification will undoubtedly be required to repurpose any existing public recreation and/or parks facility or space. If a facility or spaces has been identified for potential repurposed use, the Commission must engage the local community, users of the facility and the experts required to assess opportunities associated with sustained or repurposed uses (architectural and engineering assessment).

The concept of Facility Condition Index (FCI) is a common tool for government in assessing the potential of reinvestment in, or replacement of, a public facility. Currently, many Western Canadian municipalities utilize FCI to assist in decision making regarding the future of publicly owned facilities and spaces. FCI measures the required upgrade costs of a facility versus its replacement value. Those facilities or spaces that have repair to replacement ratios of over 50% (FCI) are candidates for repurpose or decommissioning. Those with FCI of under 50% are more likely candidates for reinvestment.

1 The 2016 Canadian Infrastructure Report Card suggests a range of 1.7% to 2.5% of replacement value for life cycle reserve budgeting for recreation facilities. **http://canadianinfrastructure.ca/downloads/Canadian_Infrastructure_Report_2016.pdf**

Although this approach is accepted and helpful, it does not account for the functionality of the facility in question. If a facility is structurally and mechanically sound, but it does not meet demands for functional programming of potential users, the FCI may warrant reinvestment which functionally may not be effective in meeting community needs. This issue is accentuated for recreation and parks facilities and spaces as many have unique and varied uses. The addition of a “program enhancement premium” needs to be understood when calculating FCI and assessing facilities for reinvestment, repurposing or decommissioning.




* If two or more of these questions are answered “NO”, then the facility should be decommissioned. If not, the reinvestment/repurpose should be ranked through the system presented in the Parks and Recreation Master Plan against other potential projects.

*taken from the 2020 Regional District of Central Kootenay – Town of Creston and Electoral Areas A, B & C Parks and Recreation

**This asset management approach, including life cycle reserve budgeting and facility condition index, should be applied to RDCK facilities and should also be expected for partner and community facilities that require RDCK support.** Community organizations that own a facility should have an asset management plan in place. It is not uncommon for some organizations to address emergent issues at the time and have little proactive planning in place to help manage the facility. An asset management plan in place will help the association more effectively manage its facility.

## Needs assessment and prioritization framework

It is not uncommon that decision makers need to consider several potential projects and make a decision about which one should receive further attention. This can be a difficult decision and one that is fraught with emotion and bias. Should resources allow multiple facility projects can be approved. A more likely scenario is one in which limited resources require a priority to be identified. The following approach includes a criteria-based way to assess service levels and prioritize investment in some amenities over others.  The framework reflects strategic intent, community input, trends in provision and economic development benefits.  As new strategic planning processes are undertaken the relevance and weighting of the considerations outlined in this tool should be revisited and adjusted as necessary.

A three-step process for evaluating infrastructure needs and priorities has been developed and is summarized by the following graphic. This process is based on inputs gathered by the commission including ongoing research and community engagement and leveraging the expertise of staff and external professionals when needed.  The information gathered to feed this approach should be revisited as new information comes available.

**STEP 1**
**Service Level Needs Assessment**

**Outcome of this step**

- Using the research and engagement; preliminary identification of whether service levels should be enhanced, maintained, or reduced.

**STEP 2**
**Amenity Investment Prioritization Ranking**

**Outcome of this step**

- Ranking of amenity types to further clarify potential priority for future actions and investment.

**STEP 3**
**Amenity Strategies and Action Plan**

**Outcome of this step**

- Identification of strategies and actions for future recreation and culture infrastructure investment.

*taken from another project, will be designed to RDCK standard if approved

Step 1 (Service Level Needs Assessment) uses five criteria from the research and engagement process to assess need and suggest whether the provision of a recreation and parks amenity type should be “enhanced”, “maintained” or “reduced”.

Step 2 (Amenity Investment Prioritization Ranking) undertakes further investigation and prioritization by considering the initial five criteria used in Step 1 along with seven additional criteria that draw in other factors that are important to consider as part of prioritization process. Recognizing that there is a significant cost to simply maintaining existing infrastructure service levels, Step 2 prioritizes both amenity types that Step 1 suggests should be enhanced and maintained.

Step 3 (Amenity Strategies and Action Plan) then applies a practical lens to the prioritization by outlining potential steps and considerations for each of the amenity types.

The following table outlines the criteria used to assess need for and prioritize amenities. Note that those highlighted in blue are to be applied to both the service level needs assessment and prioritization steps in the process.

| Criteria | Metrics | | | | Weight |
|---|---|---|---|---|---|
| General public demand indicators | 3 points — for top "#1-3" household survey amenity priorities | 2 points — for "#4-6" household survey amenity priorities | 1 point — for "#7-10" household survey amenity priorities | 0 points — for amenity priorities that are beyond the top #10 and/or not in scope | 5 |
| User group and stakeholder demand indicators | 3 points — for amenities that have strong indications of support from the majority of user groups and stakeholders | 2 points — for amenities that have moderate indications of support from the majority of user groups and stakeholders | 1 point — for amenities that have strong indications of support from one or two user groups or interest areas | 0 points — for amenities that have no indications of support from user groups and stakeholders | 5 |
| Utilization | 3 points – for amenities that have high observed or expected levels of utilization | 2 points – for amenities that have moderate observed or expected levels of utilization | 1 points – for existing amenities that have unknown levels of utilization | 0 points – for existing amenities that have low observed or expected levels of utilization | 3 |
| Alignment with expected trends and demographic / population shift | 3 points — for amenities that are positioned to respond to more than two observed trends and expected shifts in demographics/ population | 2 points — for amenities that are positioned to respond to more than 2 observed trends or expected shifts in demographics/ population | 1 point — for amenities that are positioned to respond to one observed trend or expected shift in demographics/ population | 0 points — for amenities that are not positioned to respond to observed trends or expected shifts in demographics/ population | 3 |

| Criteria | Metrics | | | | Weight |
|---|---|---|---|---|---|
| Current provision in the Region | 3 — the facility space would add completely new activity to recreation in the Region | | 2 — the facility space would significantly improve provision of existing recreation activity in the Region | 0 — the amenity is already adequately provided in the Region | 3 |
| Community accessibility | 3 — the amenity would be completely financially and physically accessible to all residents | 3 — the amenity would primarily be financially and physically accessible to all residents | 1 — the amenity would be accessible to all residents via programmed/rental use | 0 — the amenity would not be accessible to residents | 4 |
| Financial impact | 3 — the amenity has a low overall cost impact | 2 — the amenity has a moderate overall cost impact | 1 — the amenity has a high overall cost impact | 0 — the amenity is not likely to be feasible | 4 |
| Cost savings through partnerships or grants | 3 — partnership and/or grant opportunities exist in development and/or operating that equate to 50% or more of the overall amenity cost | 2 — partnership and/or grant opportunities exist in development and/or operating that equate to 25%–49% or more of the overall amenity cost | 1 — partnership and/or grant opportunities exist in development and/or operating that equate to 10%–24% or more of the overall amenity cost | 0 — no potential partnership or grant opportunities exist at this point in time | 3 |
| Alignment with Master Plan foundations | 3 — the amenity achieves three of the intended outcomes | | 1 — the amenity achieves one of the intended outcomes | | 2 |
| Economic impact | 3 — the amenity will draw significant non-local spending into the Region and catalyze provincial, national and/or international exposure | 2 — the amenity will draw significant non-local spending into the Region | 1 — the amenity will draw moderate non-local spending into the Region | 0 — the amenity will not draw any significant non-local spending into the Region | 2 |

*adapted from the 2020 Regional District of Central Kootenay – Town of Creston and Electoral Areas A, B & C Parks and Recreation

## REGIONAL DISTRICT OF CENTRAL KOOTENAY

# Bylaw No. 2865

A Bylaw to amend Nelson and District Community Facilities, Recreation, and Leisure Service Establishment Bylaw No. 1623, 2003 to update the service requirements.

WHEREAS the Board of the Regional District of Central Kootenay (RDCK) has enacted *Nelson and District Community Facilities, Recreation, and Leisure Service Establishment Bylaw No. 1623, 2003* for the purpose of providing recreational and leisure programming services, and the maintenance and operations of community facilities used for recreation;

AND WHEREAS it is deemed appropriate to amend Bylaw No. 1623 to refine the scope of the service to incorporate asset management for existing assets;

AND WHEREAS pursuant to the *Local Government Act,* participating area approval has been given by the Directors for the City of Nelson and Electoral Areas E and F;

NOW THEREFORE the Board of the Regional District of Central Kootenay, in open meeting assembled, HEREBY ENACTS as follows:

**1** Section 6 be deleted in it entirety and replaced with the following:

6 (1) The service hereby established includes but is not limited to the following powers and authorities:

(a) To own, lease, operate or provide ongoing funding for the facilities listed in Schedule B of this bylaw;

(b) To acquire or develop new community facilities and amenities for recreational and leisure purposes, including but not limited to the acquisition, construction, renovation, or expansion of facilities such as, swimming pools, multi purpose arenas, and fitness areas, subject to the requirements of section 6 (2) of this bylaw;

(c) To acquire all such real property, easements, rights-of-way, licenses, rights or authorities as may be requisite or desirable for or in connection with the construction, renovation and expansion of community and recreation facilities within the Nelson & District Community Facilities, Recreation and Leisure Service Area;

(d) The acquisition of property authorized by section 6 (1)(c) of this bylaw shall include, but is not limited to, the acquisition of an interest in properties owned by the City of Nelson to facilitate the construction, renovation or expansion of community, recreation and leisure facilities;

(e) To provide recreational and leisure programming services;

(f) To provide effective stewardship of the RDCK-owned facilities listed in Schedule B by proactively planning for the costs of upgrading, maintaining, renewing or replacing assets, as identified in asset management plans.

(2) A proposed facility addition to Schedule B must complete a project development process prior to a bylaw amendment coming forward for RDCK Board consideration that includes but is not limited to:

- Feasibility Study;
- Community Engagement;
- Strategic and Tactical Planning; and
- Utilizing asset acquisition screening tools.

2 Schedule B is hereby included within this bylaw as attached

3 This Bylaw may be cited as **"Nelson & District Community Facilities, Recreation, and Leisure Services Establishment Amendment Bylaw No. 2865, 2022."**

| | | | |
|---|---|---|---|
| READ A FIRST TIME this | 22nd | day of | September, 2022. |
| READ A SECOND TIME this | 22nd | day of | September, 2022. |
| READ A THIRD TIME this | 22nd | day of | September, 2022. |

I hereby certify that this is a true and correct copy of the **Nelson & District Community Facilities, Recreation, and Leisure Services Establishment Amendment Bylaw No. 2865, 2022** as read a third time by the Regional District of Central Kootenay Board on the 22nd day of September , 2022.

For ______________________________
Mike Morrison, Corporate Officer

ASSENT RECEIVED as per the *Local Government Act – Consent on behalf of participating area.*

APPROVED by the Inspector of Municipalities on the 19th day of December, 2022

ADOPTED this 19th day of January , 2023.

______________________________
Aimee Watson, Board Chair

______________________________
Mike Morrison, Corporate Officer

# SCHEDULE B

Amendment to Bylaw No. 1623, 2003

**Facilities/Services included in the Nelson and Area Recreation Facilities Service (S226)**

The following table identifies the operational relationship between the Regional District of Central Kootenay (RDCK) and the City of Nelson as of August 2022.

| FACILITY/BUILDING | OWNERSHIP | MANAGEMENT RELATIONSHIP | OPERATIONS | CAPITAL |
|---|---|---|---|---|
| **Civic Arena** | City of Nelson | City of Nelson – RDCK Agreement | City of Nelson/RDCK | City of Nelson/RDCK (refrigeration) |
| **Civic Centre Blue Room** | City of Nelson | City of Nelson | City of Nelson | City of Nelson |
| **Gyro Park** | City of Nelson | City of Nelson – RDCK Agreement | City of Nelson/RDCK | City of Nelson |
| **Lakeside Washrooms/ Paddle Rental Centre** | City of Nelson | City of Nelson – RDCK Agreement | City of Nelson/RDCK | City of Nelson |
| **Nelson & District Community Complex** | RDCK | RDCK | RDCK | RDCK (S226) |
| **North Shore Hall** | RDCK | RDCK | RDCK (S211) | RDCK (S211) |
| **PARKS/TRAILS** | **OWNERSHIP** | **MANAGEMENT RELATIONSHIP** | **OPERATIONS** | **CAPITAL** |
| Lakeside Park (Rotary Lakeside Park) | City of Nelson | City of Nelson – Contribution RDCK (S202) | City of Nelson | City of Nelson |
| Lakeside Park Playing Fields | City of Nelson | City of Nelson – Contribution RDCK (S202) | City of Nelson | City of Nelson |
| Lion's Park | City of Nelson | City of Nelson | City of Nelson | City of Nelson |
| Queen Elizabeth Park | City of Nelson | City of Nelson – Contribution RDCK (S226) | City of Nelson | City of Nelson |

# Bylaw amendment, repeal and conversion requirements

Last updated on January 21, 2025

Local government bylaws may only be amended or repealed by bylaw. Most amendment and repeal bylaws are subject to the same requirements as the power to adopt a new bylaw under that authority. Some regional district bylaws may be amended or repealed with two-thirds of the participants in the service consenting to the change.

Once a local government bylaw is adopted, it may only be amended or repealed by bylaw. Generally, bylaws to amend or repeal an existing bylaw are subject to the same approval and other requirements as the power to adopt a new bylaw under that authority.

An exception to the general rule for amendments and repeals is regional district establishing bylaws and loan authorization bylaws. The *Local Government Act* provides the option that the board may amend or repeal an establishing bylaw or loan authorization bylaw with at least two-thirds consent of the participants in the service.

## General process for bylaw amendments and repeals

Unless otherwise specified in legislation, amendment and repeal bylaws are subject to the same approval and other requirements as the power to adopt a new bylaw under tha authority. For example, if a municipal council or regional district board wanted to ame a zoning bylaw it would need to hold a public hearing after second reading of the amendment or repeal bylaw before it could adopt the amendment bylaw.

If a municipality wanted to amend a loan authorization bylaw it would need to obtain approval from the Inspector of Municipalities and approval of the electors before it could adopt the amendment bylaw. The municipality would also need to obtain consent from the regional district board for the change if the regional district already consented to undertake the financing through a security issuing bylaw.

- Learn more about municipal security issuing resolutions and agreements

### Minister can exempt from approval of the electors

Under the *Community Charter,* the minister responsible for local government has the authority to exempt an amendment or repeal bylaw from approval of the electors or assent of the electors and set any terms and conditions considered appropriate. The minister generally only uses this authority in situations where there is a provincial interest. This authority does not apply to regional district service establishing and loan authorization bylaw amendments and repeals.

## Process for regional district Service Establishing & Loan Authorization Bylaw amendments and repeals

Regional district boards may repeal or amend service establishing bylaws and loan authorization bylaws in one of three ways:

- In accordance with the requirements applicable to the adoption of the bylaw (including Inspector of Municipalities' approval)
- With the consent of two-thirds of the participants in the service and Inspector of Municipalities' approval
- With the consent of two-thirds of the participants in the service and meeting the requirements of the *Regional Districts Establishing Bylaw Approval Exemption Regulation* which exempts some bylaws from Inspector of Municipalities' approval

Two-thirds consent of the participants is the most common way to amend service establishing bylaws and loan authorization bylaws as it is more straightforward to complete, especially when changes to the bylaw are often minimal (for example, adding a few properties to the service area or slightly increasing the requisition amount).

Where substantive amendments are required (for example, a large increase in the requisition amount or an expansion of the scope of the service), the regional district may choose to amend the bylaw in accordance with the requirements applicable to the adoption of the bylaw.

The minister responsible for local government also has the ability to require a regional district to amend or repeal a bylaw in accordance with the requirements applicable to the adoption of the bylaw, or, order that the bylaw receive approval of the electors prior to adoption. This power is usually only exercised if the minister considers the change to have a significant impact on the electorate.

## Special provisions for changing service withdrawal conditions

If a regional district service establishing bylaw contains special provisions for service withdrawal, these cannot be altered without consent from all of the participants in the service (as opposed to the two-thirds consent available for other service establishing bylaw amendments).

However, most service establishing bylaws do not contain terms and conditions for withdrawal as this is optional content. Where there are no provisions for service withdrawal explicitly stated in the bylaw, a participant may leave the service with consent of two-thirds of the participants. Where the participants cannot come to agreement, there are dispute resolution provisions in the *Local Government Act* that deal specifically with service withdrawal.

- Learn more about service reviews and service withdrawal
- Learn more about optional content in service establishing bylaws

## Special regulation to exempt some amendments from Inspector Approval

The Regional Districts Establishing Bylaw Approval Exemption Regulation allows regional district service establishing bylaws to be amended without Inspector of Municipalities' approval where either of the following apply:

- Service area boundary amendments - at least 50% of the parcels representing at least 50% of net taxable value of land and improvements to be added or removed from the service have signed a petition to request the change

- Increase to the maximum requisition - the amount of the increase is less than or equal to 25% of the requisition amount on the date the original bylaw was adopted or the date five years before the date of third reading of the amendment bylaw (whichever is later)

These amendment bylaws still require consent from two-thirds of the participants in the service before adoption and must still be sent to the Ministry of Housing and Municipal Affairs for filing. Ministry staff will review the bylaw for consistency with the regulation.

When submitting a bylaw under this regulation, the regional district would provide:

- A cover letter indicating that the regulation is being used
- Copies of consent from at least two-thirds of the participants in the service
- the corporate officer's certificate of sufficiency for the petition (if the amendment is to add or remove property)

As with most local government bylaws, there must be one day between third reading and adoption of the amendment bylaw.

## Regional district continued Service Conversion Bylaws

Prior to 1989, regional districts' core powers were provided in their letters patent (constituting documents). Therefore, they could only establish new services by:

- Applying to Lieutenant Governor in Council to amend letters patent to augment or add a regional district's function
- Adopting a specified area bylaw to provide services to small communities within unincorporated rural areas

In 1989, regional districts were authorized to adopt service establishing bylaws meaning they could choose from a menu of powers provided in legislation and establish these services by bylaw. While regional districts no longer have to apply for supplementary letters patent or adopt specified area bylaws, some regional district services, called "continued services," are still provided under these original authorities.

Because continued services no longer meet the requirements of the legislation, any amendment or repeal requires the continued service to be first converted to a service establishing bylaw, which requires approval of the Inspector of Municipalities.

## Process to convert a continued service

The process to convert a regional district continued service is similar to the process of amending a regional district service establishing bylaw, with a few differences:

- The bylaw that converts the continued service must include all the current legislated content for a service establishing bylaw under section 339 of the *Local Government Act* -- many supplementary letters patent and specified area bylaws may be missing information as they predate some of the legislated requirements
- The bylaw that converts the continued service should specifically identify that it is a continued service that is being converted to a service establishing bylaw -- an example of this wording is: "The function of [PURPOSE] as granted by Division ### (if applicable) of Supplementary Letters Patent dated [MM/DD/YY] is hereby converted and established as the [SERVICE NAME]."

The process to convert a regional district continued service is:

1. Service establishing bylaw to convert a continued service drafted and board gives it three readings
2. Two-thirds of the participants in the service provide consent
3. Provincial review and statutory approval by the Inspector of Municipalities (six to eight weeks)
4. Period during which bylaw can be challenged by applying to Supreme Court (one month)
5. Adopted bylaw submitted to the Ministry of Housing and Municipal Affairs for its records

Given these bylaws can be complicated, provincial government staff are available to conduct a preliminary review prior to bylaw being moving forward to convert a continued service.

## Legislation

- *Local Government Act*
  - S. 341 - Special rules in relation to continuation of older services
  - S. 349 - Amendment or repeal of establishing bylaws
- *Community Charter*, s. 137 - Power to amend or repeal
- Regional Districts Establishing Bylaw Approval Exemption Regulation

## Related Links

- Bylaw Adoption Process
- Inspector of Municipalities
- Loan Authorization Bylaw Requirements
- Local Government Bylaws
- Provincial Approval of Bylaws
- Regional District Service Establishing Bylaw requirements
- Security Issuing Bylaw Requirements

## Contact information

Contact us if you have questions about bylaw amendment, repeal and conversion requirements.

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1 800 663-7867

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The B.C. Public Service acknowledges the territories of First Nations around B.C. and is grateful to carry out our work on these lands. We acknowledge the rights, interests, priorities, and concerns of all Indigenous Peoples - First Nations, Métis, and Inuit - respecting and acknowledging their distinct cultures, histories, rights, laws, and governments.

## ACTION ITEMS LIST FROM PREVIOUS MEETINGS

| # | ACTION ITEM | MEETING ORIGIN | STATUS |
|---|---|---|---|
| 1. | That the Board direct staff to prepare Terms of Reference for a feasibility study on long-term concession operations at the Nelson and District Community Complex. | 14-Dec-2022 | In progress. |
| 2. | That the Nelson & District Recreation Commission direct staff to investigate creating a Management Agreement with the City of Nelson to unify field bookings for user groups; AND FURTHER, that staff bring the draft Management Agreement to the Commission for consideration. | 26-Apr-2023 | In progress. |
| 3. | That Staff be directed to bring back a report to an upcoming Commission Meeting outlining the budgetary impacts to offer an instructional skating opportunity to schools starting in January 2025 | July 31, 2024 | In progress |
| 4. | That staff review the program registration process and the possibility of creating a single service desk and bring the item to a future Nelson and District Recreation Commission in the spring of 2025. . | November 27, 2024 | Tabled until Spring of 2025 |
| 5. | The Commission direct staff to provide a comparison of what a resident in Area E would pay if all of Area E was included in Service S226-Nelson and Areas F and Defined E. | February 11, 2025 | |
| 6. | The Commission direct staff to provide the Commission with information on how participants could withdraw from a service within the Regional District of Central Kootenay. | February 11, 2025 | |