

CONSULTATION REPORT

Combative Sport Commissioner Act

Spring 2026

Department of Fisheries, Tourism, Sport and Culture

Government of Prince Edward Island

Invitation to Provide Comment

**The deadline for comments on the matters discussed in this Report is
December 5th, 2025.**

The purpose of this Consultation Report is to allow interested persons an opportunity to consider the proposed *Combative Sport Commissioner Act* which will regulate combative sports on Prince Edward Island. Any comments sent to the Department of Fisheries, Tourism, Sport and Culture will be considered in the development of new legislation on this topic.

A copy of the proposed text of the *Combative Sport Commissioner Act* is available during the consultation period for your review on the Department of Fisheries, Tourism, Sport and Culture website at <https://www.princeedwardisland.ca/en/combativesport>

You can contact us to provide your comments or questions about this document by mail or e-mail to:

Combative Sport Commissioner Consultation

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This consultation is a public process. **The Department of Fisheries, Tourism, Sport and Culture assumes that comments received on this Consultation Report are not confidential unless specifically indicated.** The Department may quote from or refer to your comments in whole or in part. The Department may attribute comments provided by organizations. If you would like your comments to be treated confidentially, please request confidentiality in your response or submit your comments anonymously.

Any personal information received by the Department through this consultation process is subject to the *Freedom of Information and Protection of Privacy Act*. If you have any questions or concerns, please contact the Legislative Specialist by means of the contact information indicated above.

I. INTRODUCTION

The Department of Fisheries, Tourism, Sport and Culture (the “Department”) is proposing to introduce a new Act, the *Combative Sport Commissioner Act* (the “Act”), to allow and regulate tournaments and competitions in combative sports.

The Act is required because under Section 83 of the *Criminal Code* of Canada, prize fighting is prohibited unless specific exemptions apply or the activity is authorized by a provincial or territorial government. Amateur events included in the Olympic programme are exempt from this prohibition, but a province or territory may require approval to be sought to hold those events. The categories of sports currently on the Olympic programme include judo, karate, taekwondo and wrestling. The *Criminal Code* also makes it illegal to hold a professional combative sports event unless the province or territory has established a commission to approve and regulate the events.

The *Criminal Code* defines a prize fight as “an encounter or fight with fists, hands or feet between two persons who have met for that purpose by previous arrangement made by or for them.” Across Canada, provinces or territories that regulate professional combative sports use definitions that may vary slightly but generally include activities such as Mixed Martial Arts (MMA), Muay Thai kickboxing, and professional boxing.

At present, professional combative sports are not permitted in Prince Edward Island. Certain amateur events are allowed under an Order in Council issued in 2014.

In other Canadian jurisdictions, both professional and additional amateur combative sports events are regulated. Establishing a regulatory framework for these activities involves multiple considerations, including the development of licensing and permitting procedures.

Due to the physical nature of combative sports, safety is a central concern. Regulations in other jurisdictions often include requirements such as the presence of medical personnel (e.g., physicians and ambulances) at events and the submission of up-to-date medical imaging (e.g., MRI scans) by participants to assess risks related to prior injuries.

The proposed legislation applies exclusively to *combative* sports, not *competitive* sports generally. The new framework will require approval under the Act for events such as tournaments and competitions in combative sports. There will also be a requirement, separate from the approval from the events, to hold a licence from the Commissioner to participate in professional combative sports events or certain higher-risk amateur combative sports as specified in the Act.

The main goal of the proposed Act is to create a regulatory framework that balances the potential for hosting combative sports events with the capacity of supporting systems, such as healthcare services, with the main purpose being

- Enhancing safety measures for participants;
- Supporting the responsible organization of events;
- Aligning with best practices in other jurisdictions; and
- Providing a transparent, robust process for event authorization and oversight.

The proposed Act is in keeping with the regulation of such events in multiple jurisdictions, including Ontario and Saskatchewan. The legislation will:

- Establish a regulatory structure for both professional and amateur combative sports events and exhibitions in Prince Edward Island.
- Identify specific combative sports activities that may be authorized through regulation.
- Require licensing for individuals involved in professional events and certain higher risk amateur events (e.g., promoters, officials, participants).
- Set mandatory standards for both amateur and professional events.
- Introduce a permit system for professional events and exhibitions.
- Ensure compliance with requirements of the Act and the regulations.
- Allow for the designation of amateur sports organizations to oversee amateur events.
- Create mechanisms for inspection, enforcement, and addressing non-compliance.

It will be important for participants in combative sports to understand the full scope of legal implications resulting from the new legislative framework. The proposed *Athletic Commission Act* has been drafted to ensure the regulatory scheme is clear and accessible, including:

- (i) clarity respecting the specific events that are prohibited under the legislation;
- (ii) clarity respecting the requirements to obtain licences under the legislation;
- (iii) clarity respecting the requirements, standards and training required for provincial sport organizations to hold the authority to approve specified amateur events; and
- (iv) clear headings and plainer language;

The Department of Fisheries, Tourism, Culture and Sport is pleased to present this Consultation Report and a consultation draft of the *Combative Sport Commissioner Act* for review and comments by the public.

II. Proposed *Athletic Commissioner Act*

The proposed *Combative Sport Commissioner Act* has been developed largely based on a review of similar legislation in Canadian jurisdictions. The Act proposes to establish a modernized regulatory framework that prioritizes safety in combat sports and provides a clear and transparent framework for the oversight of such events in Prince Edward Island.

1. Specific references to authorized combative sports:

The *Act* includes clear references in the definitions and interpretation section that provides a specific list of which combat sports are authorized in Prince Edward Island.

This includes an authorization which permits professional bouts in:

- (i) mixed martial arts,
- (ii) kickboxing,
- (iii) boxing, and
- (iv) a combative sport specified in the regulations (s. 1(4)(a)).

This includes an authorization which permits amateur bouts in:

- (i) mixed martial arts,
- (ii) kickboxing,
- (iii) boxing,
- (iv) judo,
- (v) karate,
- (vi) tae kwon do,
- (vii) wrestling,
- (viii) Brazilian jiu-jitsu, and
- (ix) a combative sport specified in the regulations. (s. 1(4)(b))

The definitions also include a specific exclusion of entertainment wrestling from the application of the Act (s. 1(3)).

2. Establishment of an Athletics Commissioner

The Act establishes a single person Commissioner who will be an employee of government (s. 5(1)(a)). The legislation includes a section that would allow a corporation to be appointed in the future if the Province wants to move to a separate commission model (s. 5(3)).

The Commissioner will be responsible for the regulation and oversight of combative sports events in the province. This includes regulating and supervising events, licencing contestants and permitting events in accordance with the Act and the regulations (s. 5(2)).

3. Establishment of an Advisory Council

Recognizing the complexity of subject matter of the legislation, the Act also provides a mechanism for the Minister to request advice from individuals with expertise in combative sports, safety in sports, health, and law (**s. (7)**).

The legislation allows for the appointment of an expert advisory council to provide advice on matters relating to the Act.

The Act proposes that the advisory council would be composed of:

- (a) a lawyer;
- (b) a doctor with experience in sports or emergency medicine; and
- (c) three members who do not hold licences under the Act or under equivalent legislation in another jurisdiction,
 - i. one of whom has experience on the board of a provincial sport organization or a provincial sport federation,
 - ii. one of whom has experience as an athlete in a combative sport, and
 - iii. one of whom has experience as an official in a combative sport

4. Requirements for licencing

Separate and apart from the authorization of specific events and contests, in recognition of the attempts to balance the safety of participants in combat sport events involving submission techniques that present higher levels of risk, the licencing model proposed by the Act involves two separate licencing regimes:

- mandatory licencing through the Commissioner for all participants in professional combat sports events (**s. 10(1)**); and
- mandatory licencing for specific higher risk amateur combat sports events (**s. 10(2)**).

The Act, once proclaimed, licences issued by the Commissioner would be required for participants in:

- all authorized professional combative sports events (**s. 10(1)**); and
- amateur events in mixed martial arts, kickboxing and jiu-jitsu events involving brown or black belt holders (**s. 10(3)**).

The Act also details the particular types of licences (**s. 11**):

- (a) a promoter's licence;
- (b) a contestant's licence;
- (c) a high-risk contestant's licence;

- (d) a corner-person's licence;
- (e) a judge's licence;
- (f) a referee's licence;
- (g) a room-supervisor's licence;
- (h) a time-keeper's licence;

The Act establishes specific requirements to be eligible for a licence. The Act also proposes an age restriction on licences and would require individuals to be 19 years of age or older to obtain a licence (**s. 12(2)**). This means that once the Act is proclaimed, to participate as an official or contestant in professional events or higher-risk amateur events, officials and contestants would need to be 19 years of age or older.

The regulations may also establish specific training, certifications or medical clearances required to obtain a licence (**s. 12(1)**). The Commissioner is also authorized by the act to place reasonable terms and conditions on a licence (**s. 16**)

The Act also includes detailed requirements for criminal record checks. We are also specifying the requirements for criminal record checks, in some detail (**s. 12(3)**).

5. Requirements for permitting of events

In accordance with the requirements of the *Criminal Code*, combat sports events are only authorized where approved under the Act (**s. 20**). The proposed Act also sets out the manner of approval and permitting of combat sports events.

This is done through the requirement that:

- all professional events are required to have receive an event permit from the Commissioner (**s. 20(1)**); and
- amateur events would require *either*
 - the approval of a designated provincial sport organization (PSO) or educational institution (**s. 20(2)(b)**); or
 - where there is no PSO prescribed in the regulations, an event permit from the Commissioner (**20(2)(a)**).

The Commissioner is also authorized by the act to place reasonable terms and conditions on an event permit (**s. 28**)

Applications must be made at least 60 days before the event (**s. 22(1)**). In order to ensure the safety of participants, the applicant for an event permit is required, at the time of making the application, to provide proof of liability insurance, a medical plan detailing how emergency medical needs will be addressed, and a security plan setting out how the safety of spectators will be addressed at the time of submitting the application (**s. 22(2)**).

The regulations to the Act also set out the specific requirements for the medical plan, the security plan, and the amount of insurance required.

Once an event permit is issued, the holder of the permit is required to provide specific information under timelines that will be detailed in the regulations (**s. 24**) including:

- (a) A fight card with specific details about the matches;
- (b) Proof that participants are covered by provincial/territorial health insurance or private medical insurance;
- (c) Specific medical testing of the contestants or officials required by the regulations;
- (d) Copies of any contracts with contests or charitable organizations.

The Act also establishes that at events requiring an event permit, the Commissioner must approve the appointment of officials and ringside medical attendants the match-up of contestants at the proposed fight (**ss. 27 & 30**).

The Act also sets out the authority of the Commissioner to suspend or cancel an event permit. For example, if an event no longer meets the requirements relating to the medical plan, security or insurance, the Commissioner can cancel or suspend an event permit (**s. 26**).

6. Requirements for organizations authorized to approval amateur events:

In keeping with the aim of supporting the safe and lawful conduct of combative sports events in the Province, the proposed Act includes a robust framework for organizations that wish to be granted authority to approve amateur events.

The legislation establishes a clear framework by which approved organizations can approve and oversee events in specified amateur sports. The Act proposes a structure that sets out:

- (a) Specific requirements for organizations who wish to be designated to approve specified amateur events (**s. 32(5)**);
- (b) Specific requirements relating to the rules that must be followed at the combative sports events (**s. 32(4)(a)**);
- (c) Specific requirements for training and certification of participants in accordance with approved national standards (**s. 32(4)(b)**);
- (d) Requiring notification to the Commissioner that events are being scheduled (**s. 34**); and
- (e) Making sections of the Act relating to the authority of inspectors to ensure compliance with standards apply to amateur events (**s. 34(2)**).

The proposed act creates three categories of approval for events.

- (1) *Provincial Sport Organizations (PSO)*: The legislation establishes a process by which provincial sport organizations can be prescribed in the regulations to approve the holding events (**s. 32**). It sets out particular requirements to be eligible to be designated (**s. 32(5)**), including, for example:

- that the organization is a non-profit in accordance with provincial law;
- a member in good standing of a prescribed national sports organization;
- A member in good standing of the provincial sport federation (SportPEI); and
- holds liability insurance.

To maintain their designation, the PSO's are also required to ensure events follow particular rules (**s. 32(4)(a)**). Additionally, participants (contestants, coaches, etc.) will be required to have particular training (**s. 32(4)(b)(i)**). If a PSO is approved to hold events in a combative sport where licences are required (e.g., MMA, kickboxing, etc), ensure the officials and contestants have a licence from the Commissioner (**s. 32(4)(b)(ii)**).

(2) Educational institutions: The Act also contemplates that educational institutions, such as UPEI, Holland College or private schools that are certified in accordance with provincial legislation, are allowed to hold combative sport events in sports that are part of the school curriculum.

However, educational institutions are not authorized by the Act to hold amateur events where a licence is required from the Commissioner (e.g., MMA or kickboxing) (**s. 33(3)**).

(3) Canada Games and Olympic Events: The Act confirms that amateur events held by the International Olympic Committee, the International Paralympic Committee and the Canada Games Committee are deemed to be approved and do not require the approval of the Commissioner or a PSO (**s. 35**).

The Act also establishes consequences for non-compliance by PSOs or Educational Institutions. The organizations are required to notify the Commissioner of all events and inspectors can attend at any event held by a PSO or educational institution. Failure to comply with the requirements of the Act (e.g., holding an event that does not follow the required rules, allowing participants who do not hold the required licences, training or certification, etc.) can result in a PSO being revoked or a school being prohibited from holding an event. (**s. 34(3)**)

7. Regulating the compensation for officials, medical attendants

To ensure the fairness of combative sport events and to protect the health and safety of participants in these events, the Act includes mechanisms to ensure the fairness of compensation of participants in professional events and amateur events where participants require a licence.

The Act includes prohibitions on offering or accepting compensation for officials, contestants or medical attendants other than as set out in the act and regulations. (**s. 36**). In addition, compensation payable under the Act must be paid within 14 days (**s. 38**). It also imposes a duty to report upon licence holders; if a licence holder is offered compensation outside of the act, they are required to report it to the Commissioner (**s. 37**).

This section aims to ensure that participants are not put at risk due to bribery or financial pressure to authorize an event or participate in an event that would otherwise be deemed unsafe.

8. Establishment of an Event fee:

The Act also proposes that where an event holder charges for admission to an event or generates revenue from the sale of broadcast rights, the event holder is required to pay a percentage of that revenue as a fee to the Commissioner.

The Act proposes aligning with other jurisdictions and capping the fee 5% (**s. 31**). This fee is contemplated to help offset some of the costs of the regulation of these events in the province.

9. Review of licencing and permitting decisions

The proposed Act creates a mechanism by which licence holders or applicants for event permits may ask for a review of the certain decisions of the Commissioner relating to licences or denials of event permit applications.

The Act allow for the appointment of a legally trained adjudicator who will hear licencing appeals and event permit denials. The Act limits the right to review (**s. 41**) to:

- refusal to issue a licence;
- cancellation or suspension of a licence; or
- refusal to issue an event permit.

Given the technical requirements of an event permit once the event permit is issued, the cancelation of an event permit or suspension of an event permit is not subject to review.

10. Establishment of Inspectors and Offence Provisions.

While it is impossible to *guarantee* the safety of participants in combative sports, the Act's fundamental aim is to support the safe and lawful conduct of combative sports events in the Province.

To best position the Commissioner to ensure compliance with the Act and the regulations, the Act allows the Minister to designate inspectors with the authority to attend events. The Act permits the inspector to issue orders:

- stopping or suspending an event;
- stopping or suspending individual bouts at an event; or
- requiring a licence holder or participant (such as a contestant) refrain from participating in an event (**s. 47**).

The Act also allows individuals who are concerned about non-compliance with the Act or the regulations to make complaints to the Commissioner (**s. 48**) which can be done anonymously (**s. 49**)

The Act also establishes a ticketing regime and series of offences for individuals and corporations who are found to have contravened the Act or the regulations. (s. 51)

11. Confidentiality of Information

The regulation of combative sports, by necessity, includes the collection and disclosure of personal information, including personal health information. For example, contestants who have suffered concussions or other injuries may be subject to suspensions that preclude them from participating in events for a period of time. As a matter of course, these outcomes are reported as part of the results of the match.

In addition, the collection and disclosure of information is also necessary as part of the regulation of licence holders. As a result, the proposed Act includes provisions allowing the disclosure of information to particular bodies, such as other Commissions (s. 57), and disclosure of information relating to complaints, and includes health information, to other Commissions (s. 47(2))

12. Approval under *Athletics Commissioner Act* is required

A number of jurisdictions in Canada allow municipalities to establish commissions by way of by-law making authority under municipal government legislation.

The proposed Act clarifies that notwithstanding any previous municipal authority, section 180 of the *Municipal Government Act* does not provide authority and the *Combative Sport Commissioner Act* is paramount (s. 53).

This means that following the proclamation of the proposed Act, only events authorized in accordance with the Act will be legal in the Province.

13. Administrative Matters, Liability Provisions, and Regulation Making Authority

The Act also includes sections that deal with administrative matters (s. 54) and regulation making authority that allow for the efficient operation of the Act.

In addition, the Act includes provisions that exclude the Commissioner, inspectors, and the Minister from liability where they are acting in good faith (s. 55).

14. Proclamation

The Act will require a number of technical regulations to be developed for the Act to function appropriately.

This includes the confirmation of technical requirements relating to the approved rules for authorized combative sports, the approved standards for licence holders and participants, the designation of provincial sport organizations, and specification of the technical requirements for

event permits (e.g., requirements of medical plans, security plans, insurance, medical testing, etc.)

As a result, the proposed Act includes a provision that the Act will be proclaimed on a date to be fixed to allow for the development and approval of the regulations required for the Act.

III. INVITATION FOR COMMENT

We hope that this Consultation Report is useful in providing a summary of the background to the proposed *Athletic Commissioner Act*.

A copy of the proposed text of the *Combative Sport Commissioner Act* is available for your review during the consultation period on the Department of Fisheries, Tourism, Sport and Culture website at <https://www.princeedwardisland.ca/en/combativesport>.

We encourage you to provide comments on this Bill by **December 5, 2025** so that Government has an opportunity to consider all feedback prior to finalizing the *Combative Sport Commissioner Act* for the Spring 2026 legislative sitting.

Comments may be provided as described on page 2 of this Consultation Report.