



REQUEST FOR DECISION

To: Mayor & Members of Council

Title: Director of Planning and Community Services - Official Community Plan (OCP) Bylaw No. 4707 - Second Reading & Public Hearing Schedule

Date: October 14, 2025

Motion for Consideration:

THAT: the bylaw entitled City of Salmon Arm Official Community Plan (OCP) Bylaw No. 4707, as amended, be read a second time;

AND THAT: a public hearing with respect to City of Salmon Arm OCP Bylaw No. 4707 be scheduled for Monday, November 10, 2025 in Council Chambers, City Hall, Salmon Arm at 7:00 p.m.

Background:

The Official Community Plan (OCP) review process has been underway since late 2023, and the four phases of public engagement to help draft the plan have been completed. Progress updates were provided to the Development and Planning Services Committee and Council on January 13 and 20, 2025, and again at the Development and Planning Services Committee meeting on March 17, 2025, where discussions resulted in some amendments being made.

At the Regular Council meeting on April 14, 2025, the following motions were passed (but no amendments were made at that time by Council):

THAT: Official Community Plan Bylaw No. 4707 be read a first time;

AND THAT: Council has considered what persons, organizations and authorities may be affected by proposed Official Community Plan Bylaw No. 4707 pursuant to sections 475 and 476 of the *Local Government Act*, and determined that Bylaw No. 4707 be referred to:

- a) The Agricultural Land Commission; and
- b) The Provincial Ministry of Transportation and Transit; and
- c) The Columbia Shuswap Regional District; and
- d) Kwsaltktnéws ne Secwépemcúl'ecw School District No. 83,

AND THAT: Council considers this to be appropriate consultation in accordance with sections 475 and 476 of the *Local Government Act*;

AND THAT: Council considers that there will be further an ongoing consultation with the Adams Lake Indian Band and the Neskonlith Indian Band regarding Bylaw No. 4707;

AND FURTHER THAT: pursuant to section 477(3) of the *Local Government Act*, Official Community Plan Bylaw No. 4707 has been considered in conjunction with the City of Salmon Arm Financial Plan and its Solid Waste Management Plan.

Since that time there have been continued informal discussions with local Secwépemc peoples, and the draft bylaw was circulated to the four agencies noted in the motions. Responses from all four of the agencies have now been received. Based on these discussions and the referral responses, a number of amendments are proposed to the bylaw for second reading. The referral responses were generally positive and supportive, with notable proposed amendments coming only from the Agricultural Land Commission (ALC). These comments were largely around affirming the primacy of the Agricultural Land Act and the related regulations above municipal land use controls.

A number of graphical changes have however been made to the document, with respect to formatting and graphic design. (The digital .pdf version allows navigation by clicking on the tabs on the right hand side of the page and also by clicking on the table of contents.) The document has been now laid out in the planned final appearance, and there have also been icons added to each of the section titles and the objectives contained in each policy section of the document.

These icons (e.g. ) are used to connect the Community Themes and Objectives

- Balanced Growth
- Connectivity
- Community Vibrancy
- Sustainability
- Affordability and
- Safety

and the Policy Lenses

- Equity
- Affordability
- Reconciliation
- Sustainability and
- Safety

with the objectives in each section. This is intended to assist the reader in being able to find section objectives tied to the Themes and Lenses, and to see where these are reflected in the material. It allows for some level of sorting of content across the subject matter oriented sections.

None of these additions or changes make any policy or content related amendments – they are purely cosmetic.

The policy related (substantive content) amendments are all itemized below:

Page 2 - Table of Contents: Page numbers adjusted accordingly.

Page 2 - Table of Contents The words “First Nations” have been replaced with “Secwépemc peoples” based on Secwépemc leadership consultations. This change has been made throughout the document on a number of pages.

Page 4 – Introduction: The words “First Nations” have been replaced with “Secwépemc peoples” based on Secwépemc consultations. This change has been made throughout the document on a number of pages.

Page 12 – “First Nations” section has been retitled “Secwépemc Peoples.”

Page 12-13 – The words “First Nations” have been replaced with “Secwépemc peoples” in all instances.

Page 14 – Growth Management: Growth Management Policies: 4: The words “landowner initiated” have been introduced based on discussions from the April 14, 2025 Regular Council meeting, regarding possible ALR exclusion applications in the Industrial Special Development Area.

Staff **do not** recommend proceeding with this amendment for the following reasons:

- Requiring landowners to initiate ALR exclusions applications effectively defers or delegates Council powers to the owners of the affected lands, and limits Council’s discretion;
- It reduces Council’s flexibility in dealing with the issue of ALR exclusions;
- It potentially increases the complexity of ALR exclusion applications;
- It likely or potentially prevents a comprehensive approach being taken with respect to ALR exclusion applications;
- It likely or potentially creates a strong bargaining position for a landowner subject to an ALR exclusion application;
- The landowner initiated / piecemeal approach to ALR exclusions in this area has been in place 1995 and little change has been seen. The City may need to move comprehensively to advance this issue given the history.

Staff’s recommendation would be to leave this policy untouched. Unchanged the policy allows Council the ability to seek landowner consent for an ALR extraction, but not be bound by the landowners decision on the matter.

Page 15 – Growth Management: Growth Management Policies: 6: The words “Rezoning of this area will not be undertaken prior to any required approval from the Agricultural Land Commission” have been added at the request of the ALC, with respect to the “ALR island,” to indicate that

notwithstanding any municipal decisions on this issue, the ALC Act would prevail and any required ALC decisions would be obtained.

Page 15 – Growth Management: Growth Management Policies: 7: The words “Industrial Park” have been deleted from before “Industrial Special Development Area” to eliminate any ambiguity about the location of potential ALR exclusions.

Page 15 – Growth Management: Growth Management Policies: 14: This new policy has been added following Council discussions on April 14, to clarify that outside of the area being considered for buildings above 6 storeys, the height limit for all buildings should be 4 storeys.

Page 23 – Rural and Agricultural: Objectives: The words “in rural and agricultural areas” have been removed from the objective “To support agri-business opportunities that are complementary to local agriculture, including agri-tourism and agri-food businesses.” The deleted words were un-necessary.

Page 24 – Rural and Agricultural: Agricultural Land Reserve (ALR) Policies: A new policy 2 has been added as follows: “All lands within the ALR are subject to the Agricultural Land Commission Act and related regulations, and all land uses allowed in the Zoning Bylaw within the ALR shall be consistent with the legislation and the regulation.” This was recommended through the ALC referral, and confirms the primacy of ALC legislation over any agriculture related policies and bylaws.

Page 25 – Rural and Agricultural: Agricultural Land Reserve (ALR) Policy 3: The words “the required” have been added to Policy 3, in the 4th bullet. Again this refers to the primacy of ALC requirements with respect to residential footprints in agricultural areas.

Page 25 – Rural and Agricultural: Agricultural Land Reserve (ALR) Policies: Policy 6 has been amended to include “Landowner initiated” in any ALC exclusion. As noted above, staff **do not** recommend proceeding with this amendment for the reasons noted previously.

Page 25 – Rural and Agricultural: Agricultural Policies: Policy 3: Two references to “principal dwelling” have been added to ensure consistency between ALC policy and City policy. This was recommended by the ALC.

Page 26 – Rural and Agricultural: Mineral and Aggregate Reserve Policies: The words “and approval of the ALC where applicable” have been added at the request of the ALC, and reflect how approvals are required.

Page 26 – Rural and Agricultural: Mineral and Aggregate Reserve Policies: Policy 1 “Country Inn Commercial Uses may be supported within the Acreage Reserve designation subject to both Section 6 Rural & Agriculture and the policies or approval of the ALC for lands within the ALR.” was deleted in its entirety at the request of the ALC. The ALC noted that these uses are not supported within the ALR.

Page 27 – Commercial: There are numerous additions throughout this section of the word “Commercial” attached to any reference to the Highway Service / Tourist designation, so that the document text is consistent with the legend on Map A (Land Use).

Page 28 – Commercial: Downtown Commercial “City Centre” Policies title has been amended to be consistent with the legend on Map A (Land Use).

Page 28 – Commercial: Downtown Commercial “City Centre”: Policy 1 has been amended to include “City Centre” amended to be consistent with the legend on Map A (Land Use).

Page 28 – Commercial: Downtown Commercial “City Centre”: Policy 9 has been amended to delete the word “Society” and insert “Improvement Association” in reference to the Downtown Salmon Arm organization.

Page 31 – Industrial: The objective “To promote industrial businesses that are complementary to existing industrial areas.” was deleted. When the icons were applied to the objectives, this did not match with any of the Themes and Objectives and so was deleted.

Page 31 – Industrial: Industrial Special Development Area Policies: Policy 1 – The word “Industrial” was moved from the start of the sentence to the middle of the sentence for clarity.

Page 34 – Environment and Climate Change: The objective “To promote landscaping that incorporates climate-resilient plant species native to the region.” was deleted. When the icons were applied to the objectives, this did not match with any of the Themes and Objectives and so was deleted.

Page 38 – Parks, Recreation & Greenways: General Policies 7: The words “Review and update” were added to the start of Policy as part of the referral response from the School District 83.

Page 39 – Parks, Recreation & Greenways: Greenways Policies: The words “and in accordance with any required ALC approvals.” was added to the end of Policy 2 as part of the referral recommendations from the ALC.

Page 41 – Arts, Culture and Heritage: Arts, Culture and Heritage Objectives: The following objective was deleted. “To explore and implement opportunities to encourage and improve public participation by diverse members of the community in planning processes and community organizations.” When the icons were applied to the objectives, this did not match with any of the Themes and Objectives and so was deleted.

Page 43 – Community and Social Services: Community and Social Services Objectives: The following objective was deleted “To encourage more efficient utilization of existing institutional lands.” When the icons were applied to the objectives, this did not match with any of the Themes and Objectives and so was deleted.

Page 43 – Community and Social Services: Community and Social Services Objectives: The following was deleted “in planning processes and community organizations” (as redundant) from the objective “To explore and implement opportunities to encourage and improve public participation by diverse members of the community.”

Page 46 – Community and Social Services: School and Childcare Policies: The following was added to Policy 1 “(particularly in the S.W. quadrant of the City close to Downtown) and population projections” at the request of School District 83 as part of their referral response.

Page 47 – Economic Development: Objectives: The following objective was deleted “To support Salmon Arm Economic Development Society’s mandate and purpose.” When the icons were applied to the objectives, this did not match with any of the Themes and Objectives and so was deleted.

Page 49 – Transportation: Objectives: The following objective was deleted “To support improved services at the Shuswap Regional Airport.” When the icons were applied to the objectives, this did not match with any of the Themes and Objectives and so was deleted.

Page 49 – Transportation: General Policies: The following Policy 2 was added “New roads or road construction in an existing right of way within the ALR will be undertaken only with any required approvals from the ALC.” at the request of the ALC as part of their referral response. It simply states the required approvals would be sought.

Page 50 – Transportation: Transit Policies: The following was added to Policy 2 “, in conjunction with BC Transit and the Kwsaltknéws ne Secwepemcúl'ecw School District No. 83.” at the request of the School District 83 as part of their referral response.

Page 55 – Utilities and Infrastructure: Utilities and Infrastructure Policies: General Servicing Strategy Policies: A new Policy 6 was added as follows “New utility extensions or statutory rights of way within the ALR will be undertaken only with any required approvals from the ALC.” at the request of the ALC as part of their referral response. It simply states the required approvals would be sought.

Page 56 – Utilities and Infrastructure: Solid Waste Policies: A new Policy 4 was added as follows “Continue to work cooperatively with the CSRD regarding operation and management of the landfill, and coordinate future airport planning and land uses.” as part of a request made by the CSRD as part of their referral response.

Page 69 – Development Permit Area Guidelines Table of Contents: The word “Commercial” attached to the reference to the Highway Service / Tourist designation, so that the document text is consistent with the legend on Map A (Land Use).

Page 74 – Development Permit Area Guidelines: B: Multi Family Residential Development Permit Area: Designation: The words “more than” have been replaced with “or more” as a typographical amendment with respect to the 4 unit threshold.

Page 82 - Development Permit Area Guidelines: C: Infill Residential Development Permit Area: Designation: The word “detached” has been removed prior to “four (4) dwelling units” as inaccurate and un-necessary.

Page 85 - Development Permit Area Guidelines: D: Downtown Commercial Development Permit Area: Designation: The words “Commercial City Centre” have been added prior to “Downtown.” and “Commercial” has been added to “Downtown Development Permit Area” to ensure consistency with the legend on Map A (Land Use).

Pages 94-97 - Development Permit Area Guidelines: E: Commercial Highway Service/Tourist and Commercial Neighbourhood Development Permit Areas: The word “Commercial” has been added in a number of locations to ensure consistency with the legend on Map A (Land Use).

Page 98 – Development Permit Area Guidelines: F. Industrial Development Permit Area: Designation: Has been amended to read “Pursuant to Section 488(1)(f) of the Local Government Act, all lands designated for Industrial Light, Industrial General, or Industrial Airside use as shown on Map A - Land Use, and fronting the Trans Canada Highway, Highway 97B, 10 Avenue SE, or the north side of 20 Avenue SE are designated “ Industrial Development Permit Area.”” To ensure consistency with the legend on Map A (Land Use).

Page 103 – Development Permit Area Guidelines: G. Potential Hazard Areas Development Permit Area: Guidelines 3. The following was added “applicant wishing to propose development in an area identified as at risk of flooding on Map Q, must provide a” and the words “submitted to support an application” were deleted to clarify the requirements of this section.

Page 104 – Development Permit Area Guidelines: H. Farm Protection Development Permit Area: Guidelines 6. The residential setback from a property line was changed from 15m to 30m, the commercial or industrial setback was changed from 8m to 15m and the institutional setback was changed from 15m to 90m. The words “subject to the installation of fencing.” were added at the end. These changes were made to be more consistent with the relevant ALC guidelines for setbacks, and as part of the recommendations in the ALC referral response.

Page 107 – Section I: Temporary Use Permits: Submission Requirements: The words “or Ministry of Transportation and Transit” were added to bullet #8 at the request of MOTT as part of their referral response.

Mapping

Staff have consulted with the ALC as required under *Local Government Act* Section 475(4) and based on that consultation recommend proceeding with the next steps toward the adoption of the OCP.

Of particular interest, “Map A – Land Use” has been amended by the addition of new cross hatching on a number of parcels that indicate “Areas Not Designated as Agricultural Reserve or Salmon Valley Agriculture But Subject to Agricultural Land Commission Act”. Effectively, this creates an overlay that whatever OCP designation has been applied (Commercial, Institutional, Park, etc.), it would be subject to the Agricultural Land Commission Act (ALCA) and any ALC regulations.

The addition to the Land Use Map was done in response to the ALC referral response which identified 115 parcels where the City’s proposed OCP designation and the ALR were not consistent. Through the OCP consultation process ALC and CSA staff were able to remedy 68 historical inaccuracies in mapping, the remaining 47 inconsistencies fall into one of 3 categories that cannot be resolved through the OCP process alone:

1) Agricultural Land Commission Act (ALCA) 23(1) Exemptions for Use (5 parcels)

The ALCA provides an exemption from the restrictions on the use of agricultural land and its regulation but not subdivision or road dedication. The parcel must be less than 2.0ac in area, created prior to December 1972 and in the state it was in 1972. This is verified by legal plan and certificate of title from 1972. At the time one of these parcels should develop the owner would have to submit documents to the ALC to have this confirmed prior to approvals.

2) No ALC Application History (26 parcels)

These parcels are road remnants where roads physically exist but where title may not have been extinguished through survey. This category may also include parcels that have not changed use since prior to 1972 so would be considered ‘non-conforming’. These could be considered Section 23(2) parcels as noted above but the lot area needs further verification.

3) Parks Or Institutional Uses (16)

These are parcels which the City controls either as a park (portions of Parkhill Park) or a uses such as a cemetery.

With respect to the ALCA Section 23 issue (which states “restrictions on the use of agricultural land do not apply to land that, on December 21, 1972, was, by separate certificate of title...., less than 2 acres in area”), ALC staff were seeking to have the ALC provide a separate ruling on each of the instances that have been uncovered, through an application by the City, or that the City designate these parcels as “Agricultural”, which would create inconsistencies between the OCP and the subsequent Zoning Bylaw. An application process with the ALC would take many months and hold up the OCP process while it took place. Staff believe that the overlay sufficiently identifies these parcels and the application of the ALCA and related regulations, and any Section 23 issues can be resolved as needed in the future. Staff note that the ALC does not approve OCPs.

Attached as “Map- UCB Growth Areas Update” this map identifies the minor amendments to the Urban Containment Boundary and Growth Areas to align with the ALR boundary. Few minor changes have been made to ensure that the UCB, Growth Management Area boundaries and the Agricultural Land Reserve Boundaries are all consistent throughout.

Legislative authority / plans / reports:

	Official Community Plan		Master Plan
X	Community Charter/LGA		Other
	Bylaw/Policy		Corporate Strategic Plan
	Zoning Bylaw		2025-2029 Financial Plan
			Long Term Financial Plan

Financial Considerations:

There are no financial implications associated with second reading of the OCP Bylaw. The project remains within the established 2024-2025 budget amounts.

Alternatives & Implications:

Council could defer providing second reading and refer the bylaw back to staff for further review and consideration.

Communication:

All of the usual notifications required by legislation will be undertaken to advertise the public hearing, along with the City’s social media channels.

Prepared by: Director of Planning & Community Services
Reviewed by: Manager of Planning & Building
Approved by: Chief Administrative Officer

Attachments:

- Bylaw No. 4707 - City of Salmon Arm OCP - Formatted DRAFT 20250819
- OCP Maps – Schedules A to K and L to Q
- Review Map – Urban Containment Boundary & Growth Areas with Insets