



42 Colonnade Road, Ottawa

Planning Rationale
Zoning By-law Amendment
September 9, 2025



Prepared for First Memorial Funeral Services

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1.0 Introduction

Fotenn Planning + Design ("Fotenn") has been retained by Service Corporation International (Canada) ULC to prepare this Planning Rationale in support of an application for a Minor Zoning By-law Amendment for lands municipally known as 42 Colonnade Road (the "subject site", or referred to in this report as "42 Colonnade Road") in the City of Ottawa.

The proposed amendment intends to add Funeral Home as a permitted use within the existing zoning where the closest permitted comparable use is that of a Crematorium. The Funeral Home use is needed to allow the owner to operate a Crematorium and embalming operations offsite from their existing funeral home operations within Ottawa. Embalming operations are only permitted as part of a Funeral Home use (and not part of a Crematorium) thereby triggering the need for the Minor Zoning Amendment despite the fact that the owner does not intend to hold funeral home services at this location.

1.1 Required Applications

In order to proceed with the development as envisioned, the following planning applications are required:

1.1.1 Minor Zoning By-law Amendment

The proposed Minor Zoning By-law Amendment ("ZBLA") seeks to amend the existing General Industrial (Subzone 5), zoning on a site-specific basis in order to facilitate conversion of the existing retail flooring business to the aforementioned Crematorium and Funeral Home (limited to embalming operations). The site would be rezoned from "IG5" to "IG5 [XXXX]". Exception XXXX would incorporate the following revised performance provisions:

- / Additional Permitted Use: Funeral Home.
- / No ancillary visitation or place of worship is permitted as part of a Funeral Home use, except where it is associated with the Crematorium use.
- / To permit a parking rate of 4.3 spaces per 100m² of GFA.

While the proposed site-specific zoning provisions intend to limit the allowable functions as part of the proposed "Funeral Home" use, it is noted that the required functions of the crematorium use – which is permitted by the current zoning – features functions that shall not be construed as or resemble that of a "visitation" or a "Place of Worship". Through the overarching *Funeral, Burial and Cremation Services Act, 2002*, its accompanying regulations, and the implementing licensing procedure, the responsibilities of embalming and crematorium facility operators are clearly defined, and their licensing is dependent on their compliance with the established rules and regulations.

One of such responsibilities established by the Bereavement Authority of Ontario (BAO) is the limiting of any public visitation functions at the proposed facility, excluding those relating to the "witnessing" process. This process does not represent a public-facing event or ceremony, and is limited to small groups of immediate family and friends or other representatives. This process also ensures that certain cultural and religious groups can fulfill their end-of-life responsibilities on behalf of the deceased and their family. Per the letter from the BAO, addressed to the City of Ottawa, the BAO indicates their willingness to license the proposed operations, and clearly delineates that the functions shall be "non-public [in] nature." The letter clearly outlines the permitted functions, as well as the prohibited functions, including "providing funeral services directly to the public and offering facilities for visitations and funerals."

The services offered by the proposed Funeral Home and Crematorium uses on the subject property shall comply with the site-specific provisions proposed through this application insofar as they allow for the operation of the licensed facility in compliance with the conditions of license established by the BAO.

In addition to the above-noted exceptions, the proposed conversion of the existing building will result in zoning non-compliance related to the minimum parking requirements of the proposed uses. The parking requirements of the proposed uses are greater than the existing use operating in the building, and as no new parking or exterior changes are

proposed through this application, relief is required in order to permit the proposal as envisioned. The existing parking facility features 26 parking spaces whereas the proposed uses – both of which falling under the “Funeral Home” use for the purposes of calculating the parking requirement – require 7 spaces per 100m² of GFA, resulting in 42 parking spaces. Therefore, through this application, the proposed exception shall permit 4.3 spaces per 100m².

1.1.2 Site Plan Control

A Site Plan Control application is not required because there are no external works or additions proposed. All renovations will be internal to the existing building.

1.2 Public Consultation Strategy

All public engagement activities will comply with Planning Act requirements, including circulation of notices and the Statutory Public Meeting. The following Public Engagement steps and activities have already been undertaken in preparation of this application submission or will be undertaken in the following months after the application has been submitted:

- / Notification of Ward Councillor
 - The Ward Councillor will be notified by the City of Ottawa’s “Heads Up” e-mail once the application is received.
- / Notification to local registered Community or Business Associations
 - Will be completed by the City of Ottawa pursuant to the Planning Act and the City of Ottawa’s Public Notification Policy.
- / Community Information Session
 - If requested by the Ward Councillor, a community information session will be held to discuss the proposed development.

2.0 Site Context and Surrounding Area

2.1 Site Description

The subject site is municipally known as 42 Colonnade Road. The site is currently occupied by a one-storey retail / warehouse building (Figure 1). The subject site is generally rectangular in nature and flat, with a frontage of approximately 32.69 metres along Colonnade Road, and a depth of approximately 71.99 metres. A major Hydro corridor bounds the site to the south.

The site is accessed by a 2-way driveway that leads to a 26 space parking area that is located adjacent to the western side lot line and just beyond the south (rear) lot line into the adjacent Hydro Corridor to the south. The south (rear) portion also serves as circulation area for loading at the rear of the building. Additionally there are two (2) additional parking spaces in front of the building.



Figure 1: Site Context (Lands Highlighted in Red)

2.2 Surrounding Area

The site is located in the Colonnade Business Park which is generally characterized by Office, Light Industrial, and Personal Instruction uses.

A further description of the surrounding context is noted below:

North: Directly north of the site is the Viewmount and Nepean Creek Parks and Charmain Hooper Sports fields and an associated parking lot. Beyond the parks and fields is a low rise residential community.

East: East of the site is a two-storey building containing person training and retail flooring businesses. Further east is another two-storey building containing dog training, office, automotive detailing, and additional flooring businesses.

South: South of the subject property is a major Ontario Hydro Corridor. The corridor, which is approximately 100 m wide also accommodates licensed surface parking for office and industrial businesses that are located on either side of the corridor.

West: West of the site is a two-storey building that is used for personal martial arts training. Further west is a one-storey office building.

2.3 Transportation Network

Colonnade is classified as a Major Collector Road on Schedule C4 – Urban Road Network of the Official Plan. The subject site is located approximately 1 kilometre east of Merivale Road and west of Prince of Wales Drive, which are both Arterial Roads. Merivale Road is designated a Transit Priority Corridor on Schedule C2 – Transit Network of the Official Plan.

3.0 Proposed Development

3.1 Project Description

Service Corporation International (Canada) ULC is proposing to renovate the existing building on the subject property into a Crematorium and Embalming facility. No site or external building modifications are proposed as part of the renovation works.

As noted above, the Embalming operations are considered to be part of a Funeral Home use that this application seeks to add as a permitted use in addition to the Crematorium use that is presently permitted. As illustrated by the “laboratory” space below, this aspect of the renovation will be limited to an area of approximately 63 – 75m².

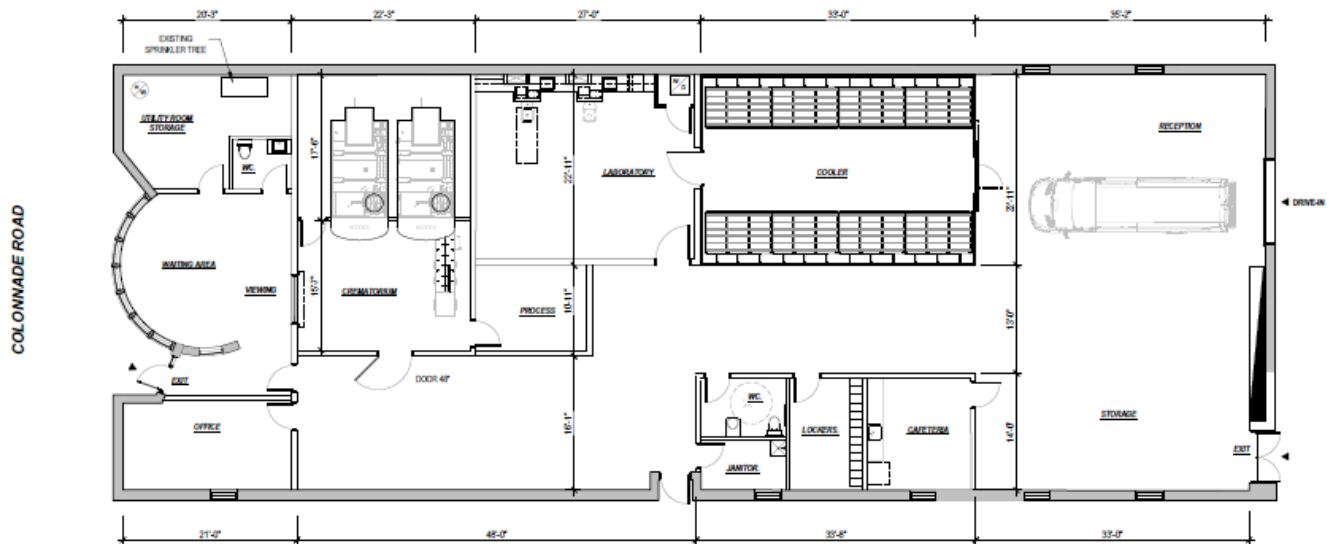


Figure 2: Floor plan of proposed renovation

3.2 Crematorium Operations

Cremation facilities in Canada are subject to rigorous environmental oversight to ensure compliance with both federal and provincial regulations. The Canadian Ambient Air Quality Standards (CAAQS) form the foundation of national air quality legislation, however, each province and territory typically establish their own emission requirements, which are often more stringent than federal baselines. These standards prescribe permissible limits for emissions generated during cremation. Prior to installation, facilities are required to submit comprehensive technical documentation to the relevant provincial or territorial Ministry of Environment. This documentation must include independent, third-party emissions testing that verifies the cremation equipment will operate within prescribed legal thresholds. Commonly regulated emissions include:

- / Particulate Matter (PM);
- / Oxygen (O₂);
- / Carbon Monoxide (CO);
- / Carbon Dioxide (CO₂);
- / Nitrogen Oxides (NO_x);

- / Chromium; and,
- / Mercury.

In addition to the quality controls on emissions, cremation facilities also concern themselves with the visible emissions resulting from operations. Visible emissions in the form of smoke are not an inherent part of the cremation process, rather, visible smoke is a byproduct of an incomplete combusting reaction, caused by an imbalance in temperature, fuel, and/or oxygen. Operators, including that of the proposed facility, utilize sophisticated and precise computer-controlled monitoring systems to ensure optimal combustion conditions at all times. With the proper facilities and controls, visible smoke is virtually eliminated, outside of extenuating circumstances.

4.0 Policy & Regulatory Framework

4.1 Provincial Planning Statement (2024)

The Provincial Planning Statement (PPS) provides direction on matters of provincial interest related to land use planning and development. The Planning Act requires that decisions affecting planning matters “shall be consistent with” policy statements issued under the Act.

Although PPS policies related to adding the Funeral Home use to the existing zoning are limited, Sections 2.8 – Employment and Section 2.9 – Energy Conservation, Air Quality, and Climate Change are the most applicable to the Zoning By-law Amendment application and associated renovation of the existing building. The application meets the following policies:

- 2.8.1.1 a) Providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;
- 2.8.1.1 b) Providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
- 2.9.1 c) Support energy conservation and efficiency;
- 2.9.1 e) Take into consideration any additional approaches that help reduce greenhouse gas emissions and build community resilience to the impacts of a changing climate.

The proposed amendment is consistent with the policies of the Provincial Planning Statement. The application will broaden the mix and range of uses appropriately while diversifying the economic base of the Employment Area and responding to the needs of a future business. The application will also facilitate the renovation of an existing building which is a much more efficient and climate change sensitive alternative to the replacement of the existing building on the subject lands.

4.2 City of Ottawa Official Plan (2022)

The overarching policy document directing development, land use, and growth in the City of Ottawa, the City of Ottawa Official Plan (‘Official Plan’), is composed of 13 sections. Each of these addresses a different aspect of the planned function of the City as a whole. The vast majority of the Official Plan policies relate to proposals for growth and development. However, in the case of the subject application that involves the modest expansion of permitted non-residential land uses and the internal renovation of an existing building, the most applicable policies would be found under the applicable designation under Section 6 and the Implementation policies of Section 11.

4.2.1 Official Plan Designation

Under the City of Ottawa Official Plan, 42 Colonnade Road is designated “Mixed Industrial” per Schedule B3 – Outer Urban Transect (Figure 3). This designation applies to areas where clusters of economic activity are envisioned that are less impactful and provide a broader range of non-residential uses than Industrial areas. Mixed Industrial areas are characterized by a broad mix of uses including small-scale office, light industrial, wholesale, small contractors, small-scale commercial service uses and non-residential sensitive uses such as places of worship, indoor recreational uses and stand-alone licensed care centres that would otherwise not be permitted on lands designated Industrial and Logistics. The proposed land uses would be considered somewhat of a blend between a light industrial and commercial service use.

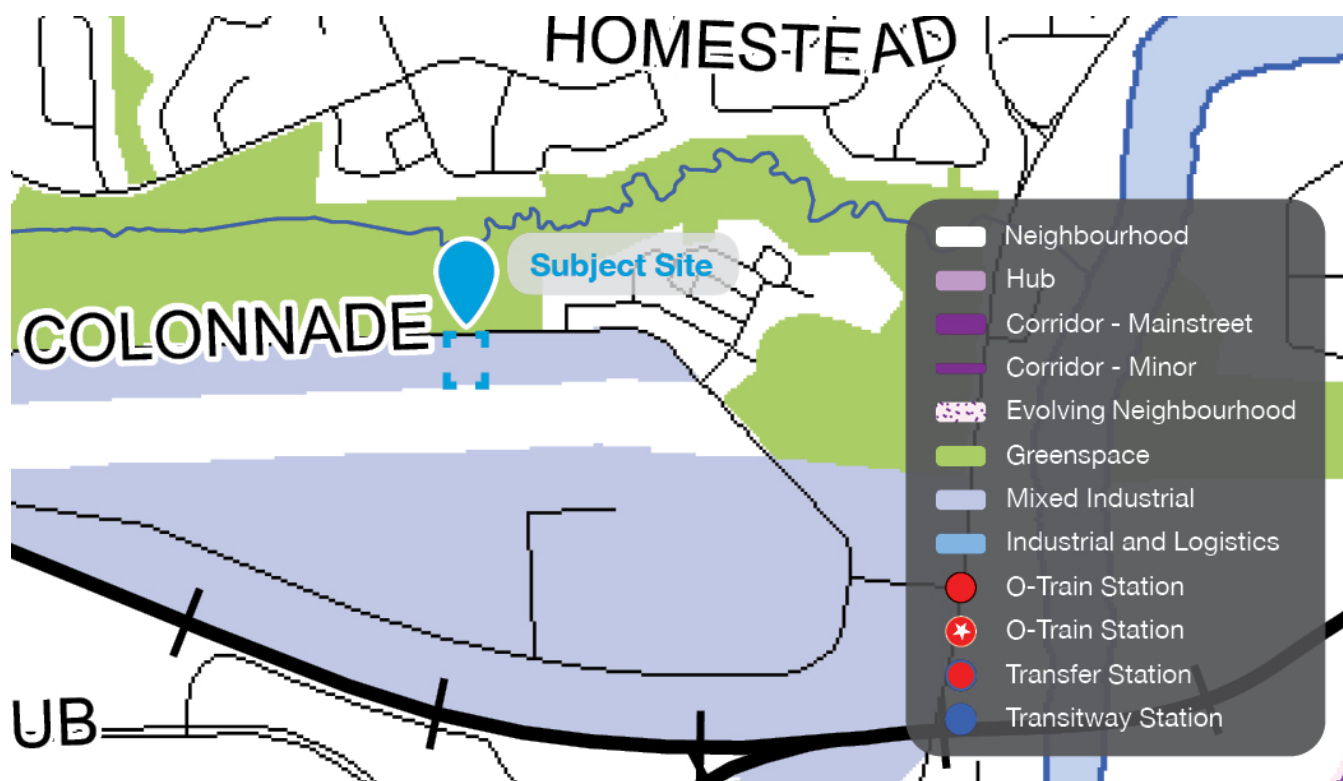


Figure 3: Schedule B3 – Outer Urban Transect, City of Ottawa Official Plan

The proposal to add a limited Funeral Home use to the existing zoning of the subject lands meets the policies of the Mixed Industrial designation.

4.2.2 Implementation

Section 11.6 of the Official Plan provides direction around the processes needed to implement the plan. 11.6.5 stipulates forms of development that will be considered minor Zoning By-law Amendments. 11.6.5 (g) includes changes of use that are wholly contained within an existing building and not involving additional amendments to performance standards and not involving any of the following uses:

Amusement centre or Amusement park, Automobile body shop; Automobile dealership, Automobile rental establishment, Automobile service station; Heavy equipment and vehicle sales, rental and servicing; Drive-through facility; Bar, Kennel, Nightclub, or Payday loan establishment

The proposal to add a limited Funeral Home use to the existing zoning in order to facilitate an exclusively indoor building renovation satisfies the conditions for the City to classify the application as a Minor Zoning By-law Amendment.

Additionally, through this application, the proposed reduction in vehicular parking is intended to accommodate the proposed uses while ensuring no further exterior works are required. Due to the nature of the proposed uses, and the limited public-facing functions, the proposed parking rate is intended to be sufficient for the projected needs of the facility.

4.3 City of Ottawa Zoning By-law

The site is zoned IG5 – General Industrial, Subzone 5 in the City's Comprehensive Zoning By-law (2008-250) (Figure 4).



Figure 4: Zoning Map for the subject site

The General Industrial Zone permits a wide range of low to moderate impact, industrial uses and a variety of complementary uses such as recreational, health and fitness uses and service commercial (e.g. convenience store, personal service business, restaurant, automobile service station and gas bar). The table below describes zoning provisions and permissions as they currently relate to the subject site.

GM5	Requirement / Description	Proposed	
Permitted Uses	Crematorium – includes a pet crematorium	Crematorium permitted.	✓
	Funeral Home - includes an ancillary visitation centre and place of worship, and may also include a crematorium and cemetery.	Funeral Home	✗
Min. Lot Area (m²)	1,000m ²	2,352.86m ²	✓
Min. Lot Width (m)	No minimum	Complies	✓
Front Yard Setback	Minimum: 3 metres	Approx. 12 metres	✓
Max. Lot Coverage	65%	Approx. 30%	✓

GM5	Requirement / Description	Proposed	
Interior Side Yard Setback	Minimum: 3 metres	Approx. 7.5 metres	✓
Min. Rear Yard Setback	Minimum: 3 metres	Approx. 15 metres	✓
Max. Floor Space Index	2	Approx. 0.5	✓
Min. Width of Landscaped Area	3 metres abutting a street or a residential or institutional zone, 0 metres in all other cases	Approx. 6 metres abutting a street	✓

The table below describes parking requirements applicable to the subject site.

Vehicle Requirements			
Area C of Schedule 1A	Funeral Home 7 spaces per 100m ² of GFA = $7 \times 600\text{m}^2 / 100 = 42$ spaces Total: 42 spaces	Total: 26 spaces	X

The proposed redevelopment of the site meets all known and applicable provisions, notwithstanding the provisions to be addressed through the proposed Zoning By-law Amendment. The amendments sought through this application are detailed below.

5.0

Requested Zoning By-law Amendment

A Zoning By-law Amendment is being proposed to rezone the site from “IG5 to “IG5 [XXXX]”. The purpose of the amendment is to:

- / To permit Funeral Home as a Permitted Use.
- / To permit a minimum parking rate of 4.3 spaces per 100m² GFA.

Proposed Zoning Exception XXXX:

Exception Number	Applicable Zones	Additional Land Uses	Prohibited Land Uses	Exception Provisions
XXXX	GM5	<u>Funeral Home</u>		/ <u>No ancillary visitation or place of worship is permitted as part of a Funeral Home use, except where it is associated with the Crematorium use.</u> / <u>Permit a minimum vehicular parking rate of 4.3 spaces per 100m² of GFA.</u>

The proposed Zoning By-law Amendment will facilitate the renovation of the existing building to accommodate a new crematorium and embalming operation. Embalming operations are only permitted as part of a Funeral Home.

This application is also seeking relief from the parking requirements for the Funeral Home use in order to permit a parking rate of 4.3 spaces per 100 square metres of GFA, whereas the Zoning By-law requires 7 spaces. The existing parking facilities on the lands are anticipated to be sufficient in managing the parking demands of the proposed use, largely due to the limited public-facing functions. The relief sought through this application also allows for the renovations to be contained entirely interior to the building, as opposed to requiring additional site works to accommodate the needed parking spaces.

Conclusion

It is my professional opinion that the application for Zoning By-law Amendment is appropriate, represents good planning, and is in the public interest.

- / The proposal is consistent with the Provincial Planning Statement (PPS) by expanding the range and diversity of land uses within the Employment Area, responding to the needs of a new business, and supporting energy conservation through the adaptive reuse of the existing on-site building.
- / The proposed use is permitted by the Mixed Industrial Designation and conforms more broadly with the policy direction of the Official Plan; and
- / The proposal meets all of the applicable performance standards of the Comprehensive Zoning By-law.

Sincerely,



Brian Casagrande, MCIP RPP
Partner



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