

Toronto Builds - 1-154 Swansea Mews (21 Windermere Avenue) – Rental Housing Demolition Application – Decision Report – Approval

Date: February 6, 2026

To: Planning and Housing Committee

From: Chief Planner and Executive Director, City Planning and Executive Director,
Housing Secretariat

Ward: 4 - Parkdale-High Park

Rental Housing Demolition Application Number: 25 256278 STE 04 RH

Related Planning Application Number: 25 250881 STE 04 OZ

SUMMARY

This report recommends that City Council approve a Rental Housing Demolition application which proposes to demolish 154 social housing units located at 1-154 Swansea Mews (21 Windermere Avenue). The 154 social housing units are proposed to be replaced as part of the new development on the site. The proposal includes a Tenant Relocation and Assistance Implementation Plan (TRAIP) that addresses the right of existing tenants to return to replacement social housing units at similar rents, and provides moving assistance, including moving services and other support to assist with moving into a new replacement unit.

In June 2022, following an incident of structural failure, the Chief Building Official issued an Emergency Order under the authority of the *Building Code Act, 1992* deeming the 154 existing social housing units located on the site to be unsafe for occupancy. At the time, 115 of the 154 units were occupied and all tenants were relocated to other TCHC units by July 2022. A total of 109 tenant households have signed relocation agreements with a right to return to a replacement unit.

At its meeting of April 23 and 24, 2025, City Council adopted Item PH20.8 - Swansea Mews Initial Development Proposal, which requested TCHC submit a Rental Housing Demolition and Conversion application to demolish the existing uninhabitable vacant 154 social housing units located at Swansea Mews, and address replacement obligations and provide an acceptable Tenant Relocation and Assistance Implementation Plan in conjunction with an Official Plan Amendment and Zoning By-Law Amendment application.

The proposed development is the subject of a related Official Plan and Zoning By-law Amendment application (25 250881 STE 04 OZ). The proposed development would permit 35-storey and 20-storey mixed use buildings and a 5-8 storey mid-rise with 649 dwelling units, including 154 replacement social housing units. Approval reports for the Official Plan and Zoning By-law Amendment application have been advanced concurrently with this Rental Housing Demolition application approval report.

This report recommends approval of the Rental Housing Demolition application under Chapter 667 of the Toronto Municipal Code and the demolition permit under Chapter 363 of the Toronto Municipal Code, subject to conditions.

This report also recommends that City Council in its capacity as Service Manager under section 161(2) of the Housing Service Act, 2011, consent to the demolition of 1-154 Swansea Mews (21 Windermere Avenue) by Toronto Community Housing Corporation for the purpose of redevelopment.

RECOMMENDATIONS

The Chief Planner and Executive Director, City Planning and Executive Director, Housing Secretariat recommends that:

1. City Council approve the Rental Housing Demolition Application File Number 25 256278 STE 04 RH in accordance with Chapter 667 of the Toronto Municipal Code and pursuant to Section 111 of the *City of Toronto Act*, 2006 to permit the demolition of 154 existing social housing units located at 1-154 Swansea Mews (21 Windermere Avenue), subject to the following conditions:

- a. The owner shall provide and maintain no less than 154 replacement social housing units with rents geared-to-income on the subject site for a period of at least 99 years beginning from the date that each replacement social housing unit is first occupied and, during which time, no application may be submitted to the City for condominium registration, or for any other conversion to a non-rental housing purpose, or for demolition without providing for replacement;
- b. The replacement social housing units required by Recommendation 1.a. above shall be comprised of 20 one-bedroom units, 30 two-bedroom units, 68 three-bedroom units, 26 four-bedroom units and 10 five-bedroom units, as generally illustrated in the plans submitted to City Planning dated November 7, 2025. Any revision to these plans shall be to the satisfaction of the Chief Planner and Executive Director, City Planning;
- c. The owner shall provide tenant relocation assistance to all Eligible Tenants of the 154 existing social housing units proposed to be demolished at 1-154 Swansea Mews (21 Windermere Avenue), including the right to return to occupy a replacement social housing unit to the satisfaction of the Chief Planner and Executive Director, City Planning and Executive Director, Housing Secretariat, and as further detailed in the Tenant Relocation and Assistance Implementation Plan;

d. The owner shall provide tenants of all 154 replacement social housing units with access to, and use of, all indoor and outdoor amenities in the proposed 35-storey and 20-storey mixed use buildings and 5-8 storey mid-rise at no extra charge. Access to, and use of, these amenities shall be on the same terms and conditions as any other resident of the building without the need to pre-book or pay a fee, unless specifically required as a customary practice for private bookings; and

e. The owner shall enter into, and register on title to the lands, an agreement pursuant to Section 111 of the *City of Toronto Act, 2006* to secure the conditions outlined in Recommendations 1.a. through 1.d. above all to the satisfaction of the City Solicitor and the Chief Planner and Executive Director, City Planning.

2. City Council authorize the Chief Planner and Executive Director, City Planning, to issue Preliminary Approval of the Rental Housing Demolition Permit under Chapter 667 of the Toronto Municipal Code pursuant to Section 111 of the *City of Toronto Act, 2006* for the demolition of the 154 existing social housing units located at 1-154 Swansea Mews (21 Windermere Avenue) after all the following have occurred:

a. All conditions in Recommendation 1 above have been fully secured in an agreement pursuant to Section 111 of the *City of Toronto Act, 2006* all to the satisfaction of the City Solicitor and the Chief Planner and Executive Director, City Planning;

b. The Official Plan and Zoning By-law Amendments for application 25 250881 STE 04 OZ have come into full force and effect; and

c. The owner has provided Typical Unit Layouts for the replacement social housing units, to the satisfaction of the Chief Planner and Executive Director, City Planning.

3. City Council authorize the Chief Building Official and Executive Director, Toronto Building to issue a Rental Housing Demolition Permit under Chapter 667 of the Toronto Municipal Code after the Chief Planner and Executive Director, City Planning, or their designate, has given Preliminary Approval referred to in Recommendation 2 above.

4. City Council authorize the Chief Building Official and Executive Director, Toronto Building to issue a Residential Demolition Permit under Section 33 of the *Planning Act* and Chapter 363 of the Toronto Municipal Code for 1-154 Swansea Mews (21 Windermere Avenue) after the Chief Planner and Executive Director, City Planning has given Preliminary Approval referred to in Recommendation 2 above, which may be included in the Rental Housing Demolition Permit under Chapter 667 pursuant to section 6.2 of Chapter 363, on condition that:

a. The owner removes all debris and rubble from the site immediately after demolition;

b. The owner erects solid construction hoarding to the satisfaction of the Chief Building Official and Executive Director, Toronto Building;

c. The owner erects the proposed buildings on the site no later than four (4) years from the date that the demolition of the existing social housing units commences, subject to the timeframe being extended at the discretion of the Chief Planner and Executive Director, City Planning; and

d. Should the owner fail to complete the proposed building within the time specified in Recommendation 4.c. above, the City Clerk shall be entitled to enter on the collector's roll, as with municipal property taxes, an amount equal to the sum of twenty thousand dollars (\$20,000.00) per dwelling unit for which a demolition permit is issued, and that such amount shall, until payment, be a lien or charge upon the land for which the Residential Demolition Permit is issued.

5. City Council authorize the appropriate City officials to take such actions as are necessary to implement City Council's decision, including execution of the Section 111 Agreement and any other related agreements.

6. City Council in its capacity as Service Manager under section 161(2) of the Housing Service Act, 2011, consent to the demolition of 1-154 Swansea Mews (21 Windermere Avenue) by Toronto Community Housing Corporation for the purpose of redevelopment.

FINANCIAL IMPACT

City Council has previously authorized the waiver of the fees associated with the Rental Housing Demolition applications at 1-154 Swansea Mews through [PH20.8](#) - Swansea Mews Initial Development Proposal. Tenants have already been relocated and no additional moving costs are reflected in TCHC's current operating budget. Should tenants choose to return following completion of the new building, any associated relocation expenses, once approved, would be included in a future TCHC operating budget submission for Council's consideration.

Any additional financial impacts related to the proposed development on the site at 1-154 Swansea Mews including 154 replacement social housing units will be identified through future reporting and included in future budget submissions for consideration as part of a future budget process.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the information as presented in the Financial Impact Section.

DECISION HISTORY

At its meeting held on September 6, 2023, City Council adopted item EX7.2 - Urgently Building More Affordable Homes, directing the City Manager, in consultation with the Deputy City Manager, Development and Growth Services, to work with all of the agencies, boards, corporations and divisions at the City of Toronto to assess preliminary cost estimates, to create a plan, and an implementation framework and

timeline to achieve 25,000 new rent-controlled homes.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.EX7.2>

At the City Council meeting held on November 8 and 9, 2023, the Deputy City Manager, Development and Growth Services, brought back an initial report establishing a pipeline of housing delivery across all levels of government, corporations, and agencies.

Additionally, the report laid out an alignment of overall priorities for those parties who deliver housing or maintain existing public lands and identified TCHC as a key partner in delivering housing.

<https://secure.toronto.ca/council/agenda-item.do?item=2023.EX9.3>

At the City Council meeting held on July 24 and 25, 2024, the Deputy City Manager, Development and Growth Services, brought forth a report on the advancement of Toronto's Housing Delivery model which provided information related to the public developer delivery models used by the City, and provided an update on the Housing Ready and Potential Housing sites led by CreateTO and TCHC.

<https://secure.toronto.ca/council/agenda-item.do?item=2024.CC20.10>

At the City Council meeting held on April 23 and 24, 2025, City Council adopted Item PH20.8, approving the Swansea Mews Initial Development Proposal, which included direction for the Chief Planner and Executive Director, City Planning to waive fees associated with the Rental Housing Demolition application at 1-154 Swansea Mews.

<https://secure.toronto.ca/council/agenda-item.do?item=2025.PH20.8>

At its meeting on July 23 and 24, 2025, City Council adopted item EX25.1 - Building Faster: Streamlining Housing Delivery and Strengthening the City's Development Capacity, directing City-initiated planning applications for Toronto Builds projects be considered by the Planning and Housing Committee.

<https://secure.toronto.ca/council/agenda-item.do?item=2025.EX25.1>

THE SITE

Description

The site is an irregularly shaped parcel and has an area of approximately 21,221 square meters. The site has frontage along The Queensway and Windermere Avenue and Coe Hill Drive and is located in the High Park-Swansea neighbourhood (see Attachment 1: Location Map).

Existing Social Housing

The existing social housing are all comprised of 4 four-bedroom and 150 three-bedroom townhouses with rents geared-to-income. The breakdown by unit type and rent classification of the townhouses at the time of application is outlined in Table 1 below.

Table 1: Existing Social Housing Units and Rent Classifications

Unit Type	Affordable (RGI)
Three-bedroom	150
Four-bedroom	4
Total	154

There were 63 parking spaces occupied by 57 tenant households prior to the relocation.

THE APPLICATION

Description

The Rental Housing Demolition application proposes the demolition of all 154 social housing dwelling units within the existing buildings at 1-154 Swansea Mews (21 Windermere Avenue). A related Official Plan and Zoning By-law Amendment application proposes to permit the development of 35-storey and 20-storey mixed use buildings and a 5-8 storey mid-rise. The proposed development will contain 649 residential dwelling units (including 154 replacement social housing units).

Replacement Social Housing Units

All 154 replacement units will be replaced as apartments operated by TCHC and will be mixed with the new affordable rental units and market rental units in the new development.

Replacement social housing units will be sized (by number of bedrooms) to match the eligible tenant's current household composition at the time of relocation, in line with the *Housing Services Act, 2011*. Providing for a greater mix of unit types will also help tenants to stay in their community over time even if their household composition gets smaller or larger. The proposed replacement social housing units will have the unit type and rent classification as outlined in Table 2 below.

Table 2: Replacement Social Housing Units and Rent Classifications

Unit Type	Affordable (RGI)	Proposed Average Replacement Unit Sizes
One-bedroom	20	60 square metres (647 square feet)
Two-bedroom	30	86 square metres (926 square feet)
Three-bedroom	68	97 square metres (1,046 square feet)
Four-bedroom	26	128 square metres (1,374 square feet)
Five-bedroom	10	146 square metres (1,569 square feet)
Total	154	

The proposed average replacement unit sizes are as outlined in Table 2 above.

The replacement social housing units will have access to vehicle parking, bicycle parking and new indoor and outdoor amenity spaces. More detailed plans containing the layouts of the replacement units and building amenities and facilities will be provided for City staff review at the Site Plan application stage.

Tenant Relocation and Assistance Implementation Plan

A Tenant Relocation and Assistance Implementation Plan was prepared by TCHC and identifies the specific process and issues relating to the relocation and return of tenants of 1-154 Swansea Mews (21 Windermere Avenue).

Eligible tenants—those tenants who have signed relocation agreements with a right to return to a replacement unit—will receive the following assistance:

- the right to return to a social housing replacement unit;
- equitable and transparent selection of new replacement unit to match the eligible tenant's current household composition at the time of relocation, in line with the *Housing Services Act, 2011*;
- continued provision of rent-geared-to-income subsidies to tenants being relocated, subject to their on-going eligibility; and
- provision of in-kind moving assistance, including moving services and other support to assist with moving into a new replacement unit.

Reasons for Application

This application to redevelop the subject site involves the demolition of social housing units. Since the development site contains six or more residential units, of which at least one unit is rental housing, an application is required under Chapter 667 of the City's Municipal Code, the Rental Housing Demolition and Conversion By-law. The By-law requires that an applicant obtain a permit from the City allowing the demolition of the existing rental housing units. Under Chapter 667, a rental unit includes a member unit of a non-profit housing cooperative as described in clause 5(c) of the *Residential Tenancies Act, 2006*. The City may impose conditions that must be satisfied before a demolition permit is issued.

In June 2022, the City of Toronto's Chief Building Official issued an Order to Remedy Unsafe Condition and an Emergency Order, under the authority of the *Building Code Act, 1992* deeming the 154 existing social housing units located on the site to be unsafe for occupancy following a collapsed ceiling in one of the townhouse units. All units were vacated by July 2022, and tenants were relocated to other TCHC communities. Shoring was installed to protect against risk of repeat collapse.

A Rental Housing Demolition application was submitted on November 13, 2025. Staff hosted a Tenant Meeting on December 2, 2025, details of which are summarized in the Public Engagement section of this report. A site visit was not conducted due to unsafe conditions.

The related rezoning application (25 250881 STE 04 OZ) was submitted on November 11, 2025.

POLICY AND REGULATION CONSIDERATIONS

Provincial Land-Use Policies

All decisions of Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the Provincial Planning Statement (2024), and shall conform to provincial plans.

Official Plan

The Official Plan outlines the City's policies and objectives for land use planning and development. Section 3.2.1 of the Official Plan contains the City's policies pertaining to the provision, maintenance and replacement of housing.

Policy 3.2.1.7 states that redevelopment of social housing properties "that would have the effect of removing a social housing building or related group of buildings containing one or more social housing units, will secure:

- a) full replacement of the social housing units;
- b) replacement social housing units at rents similar to those at the time of the application, including the provision of a similar number of units with rents geared to household income; and
- c) an acceptable tenant relocation and assistance plan addressing provision of alternative accommodation for tenants at similar rents, including rent-geared-to-income subsidies, right-of-first refusal to occupy one of the replacement social housing units and other assistance to mitigate hardship."

PUBLIC ENGAGEMENT

Tenant Meeting

A virtual tenant meeting was held on December 2, 2025, to review the City's housing policies, the impact of the proposed demolition on existing tenants, and the proposed Tenant Relocation and Assistance Implementation Plan. The meeting was attended by 24 tenants, representatives of the applicant, City Planning and Development Review staff, and a representative of the local councillor's office. Tenants also submitted written correspondence with additional comments.

Tenants asked questions and expressed concerns about:

- Construction timeline and when tenants will be able to return to their replacement social housing units;
- The proposed replacement social housing unit sizes, layout and overall built form design;
- Access to parking and amenities in the new building;
- Process for selecting and returning to a replacement social housing unit; and
- Opportunities for future consultation and feedback.

COMMENTS

Provincial Planning Statement and Provincial Plans

Staff's review of this application has had regard for the relevant matters of provincial interest set out in the Planning Act. Staff has reviewed the current proposal for consistency with the PPS (2024). Staff find the proposal consistent with the PPS (2024).

Replacement Social Housing

Staff are satisfied with the proposed approach to replacing the rental dwelling units proposed to be demolished, which includes replacement of all 154 existing rental dwelling units by a full range of unit types and sizes, and affordability classification.

Returning tenants who currently rent a vehicle parking space in the existing building will be offered a parking space first and at a similar monthly rate to what they previously currently paying.

The replacement units will be maintained as rent-geared-to-income social housing for at least 99 years, beginning on the date the replacement rental units are first occupied. RGI tenants that occupy one of the replacement units will have rents calculated in accordance with the Housing Services Act, 2011 and the City's RGI Administration Manual. Other tenants that occupy one of the replacement rental units will have rents that will only increase by the annual provincial guideline until their tenancies end, irrespective of whether the Guideline applies to the proposed development under the RTA.

The replacement rental units and associated conditions address the replacement requirements of Official Plan policy 3.2.1.7 and are consistent with the City's implementation approach as outlined in the Rental Housing Demolition and Replacement Handbook.

Tenant Relocation and Assistance Implementation Plan

A Tenant Relocation and Assistance Implementation Plan (TRAIP) was prepared by TCHC. This detailed plan identifies the specific process and issues relating to the relocation of tenants during the redevelopment process of 1-154 Swansea Mews (21 Windermere Avenue) and the return process. The applicant's social housing replacement proposal and TRAIP conform to the Official Plan and will help preserve the City's existing stock of social housing.

The replacement social housing units, rent-geared-to-income requirements and the TRAIP will be secured through an agreement pursuant to Section 111 of the *City of Toronto Act, 2006*, to the satisfaction of the City Solicitor and the Chief Planner and Executive Director, City Planning.

Service Manager Consent Request and Approval

On February 4, 2026, the Housing Secretariat received a request from Toronto Community Housing Corporation for Service Manager consent to the demolition of existing buildings and structures at 1-154 Swansea Mews (21 Windermere Avenue) to facilitate redevelopment of the site.

The Housing Services Act, 2011 gives Service Managers the authority to make specific consent decisions that were formerly the purview of the Minister of Municipal Affairs and Housing. These decisions include the approval of the development of housing projects, under subsection 162 (2) of the Housing Services Act.

The Minister of Municipal Affairs and Housing has issued a Ministerial Directive imposing certain conditions on Service Manager consent, in addition to any other criteria a Service Manager may assess in considering whether to grant consent under subsection 161 (2) of the Housing Services Act to the development of a housing project or land where it is located. The Directive states: 1. The Service Manager shall ensure that any identified adverse impacts on residents are appropriately mitigated.

Toronto Community Housing Corporation has submitted all documents required for the review of their request for Service Manager consent to demolish the existing buildings located at 1-154 Swansea Mews. City staff have reviewed the request to ensure compliance with the Ministerial Directive and are satisfied. The request is consistent with the Council-approved Initial Development Plan for Swansea Mews.

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SIGNATURE

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ATTACHMENTS

Attachment 1: Location Map - 154 Swansea Mews (21 Windermere Avenue)

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