

## **3199 Lake Shore Boulevard West – Zoning By-law Amendment Application– Preliminary Report**

Date: August 20, 2020

To: Etobicoke York Community Council

From: Director, Community Planning, Etobicoke York District

Ward: 3 – Etobicoke-Lakeshore

**Planning Application Number:** *20 146801 WET 03 OZ*

**Notice of Incomplete Application Issued:** June 19, 2020

**Current Uses on Site:** The subject site is part of the Humber College Lakeshore Campus and is currently occupied by a 2-storey academic building which is connected to a 6-storey student residence fronting Lake Shore Boulevard West and a 2 and 3-storey library building that extends to the southeast. The balance of the site is occupied by a surface parking lot with approximately 663 parking spaces.

### **SUMMARY**

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This report provides information and identifies a preliminary set of issues regarding the application to amend the former City of Etobicoke Zoning Code and City-wide Zoning By-law No. 569-2013 for the lands municipally known as 3199 Lake Shore Boulevard West. The application is for the Humber Cultural Hub which is a component of the phased institutional development of the Humber College Lakeshore Campus. The proposal includes the partial redevelopment of the site with multiple building additions that would be developed in two phases. The first phase would include the construction of an 8 and 9-storey student residence building that would be connected by 1, 3 and 4-storey academic podiums. The second phase would include the construction of a new 3 and 4-storey academic podium, with a music and performing arts hall, which would connect to the first phase.

The existing 6-storey student residence fronting Lake Shore Boulevard West would remain, as well as the existing 2 and 3-storey library building that extends to the southeast which would connect to the proposed development. The existing 2-storey academic building component located in the center of the site would be demolished and a portion of the existing surface parking lot (a total of 169 parking spaces) would be removed to facilitate the proposed development.

The total gross floor area of the institutional development would be 51,949 m<sup>2</sup>, of which 32,757 m<sup>2</sup> would be attributed to the proposed development and 19,192 m<sup>2</sup> would be attributed to the existing buildings that would be retained on the site.

Staff are currently reviewing the application. It has been circulated to all appropriate agencies and City divisions for comment. Staff will proceed to schedule a community consultation meeting for the application with the Ward Councillor.

## **RECOMMENDATIONS**

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The City Planning Division recommends that:

1. Staff schedule a community consultation meeting for the application located at 3199 Lake Shore Boulevard West together with the Ward Councillor.
2. Notice for the community consultation meeting be given to landowners and residents within 120 metres of the application site, and to additional residents, institutions and owners to be determined in consultation with the Ward Councillor, with any additional mailing costs to be borne by the applicant.

## **FINANCIAL IMPACT**

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City Planning confirms there are no financial implications resulting from the recommendations included in this report in the current budget year or in future years.

## **ISSUE BACKGROUND**

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### **Pre-Application Consultation**

Pre-application consultation meetings were conducted with the applicant in 2019 and 2020 to discuss complete application submission requirements and the timing of the application review. The initial concept discussed with staff was similar to the current submission with the addition of a new academic building and a student residence component. However, the additions were oriented differently and the proposed academic building would be 4 and 6-storeys in height, and the student residence building would be 11-storeys in height.

At the pre-application meetings, issues with the proposed development were identified, including in particular the height and massing of the proposed development and ensuring it would be designed to fit harmoniously into its existing and planned context and to limit its impact on neighbouring streets, parks, open spaces and properties. It was recommended that the number of vehicular accesses be reduced and consolidated to support pedestrian movement, and to provide safe, continuous pedestrian connectivity both within and to the site. Further, it was advised that all building interfaces facing open spaces and the public realm should provide active, animated edges at grade, and service and loading areas should be organized to minimize their impact and improve the safety and attractiveness of pedestrian walkways.

## **Application Description**

The application proposes to amend the former City of Etobicoke Zoning Code and City-wide Zoning By-law No. 569-2013 for the lands municipally known as 3199 Lake Shore Boulevard West to permit a phased institutional development as part of the Humber College Lakeshore Campus, known as the Humber Cultural Hub. The proposal includes the partial redevelopment of the existing building with the construction of multiple additions that would be developed in two phases.

The first phase would include the redevelopment of the eastern portion of the site with the construction of an 8 and 9-storey student residence building (approximately 34 m and 37 m in height, excluding the mechanical penthouse) connected by 1, 3 and 4-storey academic podiums (approximately 13 m, 18 m and 22 m in height) to the east and south. The second phase would include the redevelopment of the central portion of the site with the construction of a new 3 and 4-storey academic podium (approximately 18 m to 24 m in height), with a music and performing arts hall, which would connect to the Phase 1 development.

The total gross floor area of the institutional development would be 51,949 m<sup>2</sup>, of which 32,757 m<sup>2</sup> would be attributed to the proposed development and 19,192 m<sup>2</sup> would be attributed to the existing buildings that would be retained on the site.

The existing 6-storey student residence fronting Lake Shore Boulevard West would remain, as well as the existing 2 and 3-storey library building that extends to the southeast which would connect to the proposed development. The existing 2-storey academic building component located in the center of the site would be demolished and a portion of the existing surface parking lot (a total of 169 parking spaces) would be removed to facilitate the proposed development.

The proposed development would encompass two music and performing arts halls, multimedia production and post-production facilities, a usability lab, 3D animation spaces and a music recording studio. It would also provide additional classroom and computer lab spaces. The new student residence would provide accommodation for up to 324 students, as well as new cafeteria and athletic spaces, including an indoor basketball court.

A total of 494 parking spaces would be provided through the existing surface parking lot. An additional 344 spaces are proposed to serve the site and be shared with all Humber College Lakeshore Campus users through the development of a parking lot at 170 Birmingham Street (File No. 19 144611 WET 03 SA).

Vehicular access to the site via Lake Shore Boulevard West and Twenty Third Street would be maintained. The Lake Shore Boulevard West access would also be used by delivery and moving vehicles which would access the loading spaces located in the northeastern portion of the proposed development. A new pick-up/drop-off area is proposed on Twenty Second Street.

Detailed project information can be found on the City's Application Information Centre at:

<https://www.toronto.ca/city-government/planning-development/application-information-centre/>

See Attachments 1 and 2 of this report for three dimensional representations of the project in context and Attachment 4 for the site plan of the proposal.

## **Site and Surrounding Area**

The subject site is located on the south side of Lake Shore Boulevard West, immediately east of Twenty Second Street and Twenty Third Street (see Attachment 3: Location Map). The site is approximately 49,400 m<sup>2</sup> in area (4.9 hectares) and is generally rectangular in shape.

The site is currently occupied by the Humber College Lakeshore Campus A/B Building, which is comprised of a series of connected components including a 6-storey student residence that fronts Lake Shore Boulevard West and a 2-storey academic building that is connected to a 2 and 3-storey library extension. The balance of the site is occupied by a surface parking lot with approximately 663 parking spaces.

Surrounding land uses include:

North: Directly across Lake Shore Boulevard West is the Twenty Street Junior School, as well as 2 and 3-storey buildings occupied by commercial and residential uses. Further north beyond these properties is a low-rise residential area.

East: Immediately east is a 4-storey long term care facility (Lakeshore Lodge). An elementary school (The Holy Trinity Catholic School) and additional Humber College Lakeshore Campus buildings are located further east, including the Humber College Student Welcome and Resource Centre.

South: Abutting the site to the south is the R.L. Clark Water Treatment Plant. To southeast of the site and east of the treatment plant is the Ken Cox Community Centre, Father John Redmond Catholic Secondary School and Regional Arts Centre and sports track field. Beyond these properties to the south, is Colonel Samuel Smith Park.

West: To the west of the site is a low-rise residential area. Along Lake Shore Boulevard West, are 2 and 3-storey buildings with commercial and residential uses, and the Humber College Art Commons.

## **Provincial Policy Statement and Provincial Plans**

Land use planning in the Province of Ontario is a policy led system. Any decision of City Council related to this application is required to be consistent with the Provincial Policy Statement (2020) (the "PPS"), and to conform with applicable Provincial Plans which, in

the case of the City of Toronto, include: A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) and, where applicable, the Greenbelt Plan (2017). The PPS and all Provincial Plans can be found on the Ministry of Municipal Affairs and Housing website.

### **Toronto Official Plan Policies and Planning Studies**

The City of Toronto Official Plan is a comprehensive policy document that guides development in the City, providing direction for managing the size, location and built form compatibility of different land uses and the provision of municipal services and facilities. Authority for the Official Plan derives from the *Planning Act* of Ontario. The PPS recognizes the Official Plan as the most important document for its implementation. Toronto Official Plan policies related to building complete communities, including heritage preservation and environmental stewardship may be applicable to any application.

The current application is located on lands shown as *Avenues* on Map 2 of the Official Plan and designated *Institutional Areas* on Land Use Plan Map 15 of the Official Plan (see Attachment 5: Official Plan Land Use Map). *Institutional Areas* are comprised of major educational, health and governmental uses with their ancillary uses, cultural, parks and recreational, religious, commercial and institutional residence facilities, including the full range of housing associated with a health institution, as well as utility uses.

The application is also situated on lands subject to Site and Area Specific Policy No. 22 (SASP 22), which includes a number of policies for the lands south of Lake Shore Boulevard West, between Twenty Third Street and west of Thirteenth Street. In particular, SASP 22 requires the lands to be retained as major public open space where community services may be located.

Toronto Official Plan policies can be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/official-plan/>

### **Zoning By-laws**

The site is zoned Institutional (I) under the former City of Etobicoke Zoning Code. This zoning permits a variety of uses including institutions such as colleges with or without dormitory uses. The site is also subject to Site Specific Zoning By-law No. 1981-205 which relates to the permission of 12 coin operated amusement devices and one billiard table in the games room of the Humber College Lakeshore Campus.

Under City-wide Zoning By-law No. 569-2013, the site is zoned Institutional Education zone (IE)(x8). The IE zoning permits a range of uses including a post-secondary school, student residence, performing arts school, place of assembly and production studio, as well as a sports place of assembly operated by or in association with a post-secondary school. The maximum permitted lot coverage is 35%, the maximum permitted floor space index is 0.4 times the lot area and the maximum height of a building or structure is 13 metres. The IE 8 Exception provides specific permission for 12 coin operated amusement devices and one billiard table located in the games room of the Humber

College Lakeshore Campus. This Exception also refers to prevailing By-law No. 1988-11 of the former City of Etobicoke Zoning Code, which does not apply to the current boundaries of the subject site, as it references the adjacent long-term care facility, municipally known as 3197 Lake Shore Boulevard West.

See Attachment 6 of the report for the existing zoning by-law map. The City's Zoning By-law No. 569-2013 can be found here: <https://www.toronto.ca/city-government/planning-development/zoning-by-law-preliminary-zoning-reviews/zoning-by-law-569-2013-2/>

## **Design Guidelines**

The following Design Guidelines will be used in the evaluation of this application:

- Mid-Rise Building Performance Standards;
- Lakeshore Grounds Urban Design Guidelines;
- 'Greening' Surface Parking Lots;
- Bird-Friendly Development Guidelines;
- Toronto Green Standard; and
- Percent for Public Art.

The application may be subject to further Design Guidelines as the review of the application progresses.

The City's Design Guidelines can be found here: <https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/design-guidelines/>

## **Site Plan Control**

The application is subject to Site Plan Control. A Site Plan Control application has been submitted (File No. 20 146806 WET 03 SA) and is currently under review.

## **COMMENTS**

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### **Reasons for the Application**

Amendments to the former City of Etobicoke Zoning Code and City-wide Zoning By-law No. 569-2013 are required to permit the proposed increase in building height and density, and to establish other development standards necessary to implement the development proposal.

### **ISSUES TO BE RESOLVED**

The application has been circulated to City divisions and public agencies for comment. At this stage in the review, the following preliminary issues have been identified.

## **Provincial Policies and Plans Consistency/Conformity**

The application will be evaluated against the *Planning Act* and applicable Provincial Plans to establish the application's consistency with the PPS (2020) and conformity with the Growth Plan (2019), especially with regard to ensuring that the development recognizes the local context in terms of appropriate intensification, the promotion of well-designed built form, the provision of additional housing options and whether the proposal complies with the municipal direction for growth.

Section 2 of the *Planning Act* sets out matters of provincial interest that City Council shall have regard to in making any decision under the *Planning Act*. Relevant matters of provincial interest include: (i) the adequate provision and distribution of educational, health, social, cultural and recreational facilities; (j) the adequate provision of a full range of housing, including affordable housing; (p) the appropriate location of growth and development; (q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians; and (r) the promotion of built form that, (i) is well designed, (ii) encourages a sense of place, and (iii) provides for public spaces that are of high quality, safe, accessible, attractive and vibrant.

The Provincial Policy Statement (2020) contains policies related to managing and directing development. It requires that sufficient lands be made available for intensification and redevelopment, and that planning authorities identify and promote opportunities for intensification and redevelopment, where this can be accommodated taking into account, among other things, the existing building stock and surrounding area.

While the PPS encourages intensification and efficient development, it recognizes that local context is important and that well-designed built form contributes to overall long term economic prosperity. Policy 4.6 indicates that the Official Plan is the most important vehicle for implementing the PPS and that planning authorities shall keep their Official Plan up-to-date with the PPS.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) emphasizes the importance of complete communities where a range of housing options are to be provided, and that new development should provide high quality compact built form and an attractive and vibrant public realm. The Growth Plan (2019) provides municipalities the authority to define the location and nature of growth that will occur in intensification areas in a flexible manner suitable to the local context, while still meeting the overriding objectives of the Growth Plan.

The application will be evaluated against the policies and objectives of the *Planning Act*, Provincial Policy Statement and Growth Plan, especially with regard to the promotion of well-designed built form, providing for a range of housing options and whether the proposal complies with the municipal direction for growth.

## Official Plan Conformity

Chapter 2 - Shaping the City contains principles for steering growth and change to some parts of the City, while protecting neighbourhoods and green spaces from development pressures. It sets out the City's "big picture" or "vision" for growth management.

Lake Shore Boulevard West is identified on Map 2 - Urban Structure of the Official Plan as an *Avenue*. *Avenues* are identified as areas of growth and reurbanization in the Official Plan. Each *Avenue* is different in terms of the level of anticipated growth with respect to lot sizes and configuration, street width, existing uses, neighbouring uses, transit service and streetscape potential. In addition, Lake Shore Boulevard West is identified on Map 3 - Right-of-Way Widths Associated with Existing Major Streets as planned for a 36 m wide right-of-way width. Further, Lake Shore Boulevard West is also identified on Map 4 - Higher Order Transit Corridors and on Map 5 - Surface Transit Priority Network as a "Transit Corridor" and "Transit Priority Segment".

Chapter 3 - Building a Successful City contains principles to guide growth by integrating social, economic and environmental perspectives in decision making to create complete communities. The Official Plan contains policies which promote quality architecture, landscape and urban design and construction that ensures new development enhances the quality of the public realm. The Official Plan states that architects and developers have a civic responsibility to create buildings that not only meet the needs of their clients, tenants and customers, but also the needs of the people who live and work in the area.

Section 3.1.1 of the Official Plan contains Public Realm policies that recognize the essential role of the City's streets, open spaces, parks and other key shared public assets in creating a great city. These policies aim to ensure that a high level of quality is achieved in landscaping, urban design and architecture in public works and private developments to ensure that the public realm is beautiful, comfortable, safe and accessible. Further, Section 3.1.2 of the Official Plan contains Built Form policies to ensure new development will: be located and organized to fit with its existing and/or planned context; locate and organize vehicle parking, vehicular access, service areas and utilities to minimize their impact on the property and on surrounding properties and to improve the safety and attractiveness of adjacent streets, parks and open spaces; be massed and its exterior façade be designed to fit harmoniously into its existing and/or planned context, and limit its impact on neighbouring streets, parks, open spaces and properties; be massed to define the edges of streets, parks and open spaces at good proportion; and provide amenity for adjacent streets and open spaces to make these areas attractive, interesting, comfortable and functional for pedestrians.

Chapter 4 – Land Use Designations contains development criteria for the various designations which are among the Official Plan's key implementation tools for achieving the growth strategy set out in Chapter 2. The application is located on lands designated *Institutional Areas* which are comprised of major educational, health and governmental uses with their ancillary uses, cultural, parks and recreational, religious, commercial and institutional residence facilities, including the full range of housing associated with a health institution, as well as utility uses. Major health and educational institutions are



important employers and service providers and will continue to grow to serve the needs of an increasing city and regional population.

The lands to the southeast of the subject site are designated *Parks* and form part of the City's Green Space and Natural Heritage System, with portions identified as Environmentally Significant Areas.

The application is located on lands subject to Site and Area Specific Policy No. 22 (SASP 22). In particular, SASP 22 requires the lands to be retained as major public open space where community services may be located. Only parkland and community facilities such as community colleges, community and health services, homes for the aged, arts/cultural facilities, recreational and community centre facilities, day care facilities, libraries, elementary and secondary schools and fire and other emergency services are permitted on the lands designated *Institutional Areas*. SASP 22 also requires new buildings to locate primarily west of Kipling Avenue and to generally maintain the overall open space and heritage character of the site.

The proposal will be reviewed for its conformity with the policies of the Official Plan.

### **Built Form, Planned and Built Context**

The suitability of the proposed height and massing or other built form issues will be assessed based on Section 2 of the *Planning Act*, particularly Sections 2 (p), (q) and (r) and Section 2 of A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019). The built form will also be assessed based on the City's Official Plan policies, the Mid-Rise Building Performance Standards and other City Urban Design Guidelines. An evaluation will be made to confirm whether the proposal fits within its planned and built context. In particular, staff will be evaluating:

- Appropriateness of the proposed building heights;
- Appropriateness of the proposed building density;
- Appropriateness of the proposed buildings massing including transition to lower scale development, angular planes, setbacks and stepbacks;
- Potential shadow impacts of the development, particularly on adjacent properties including lands designated *Neighbourhoods*, open spaces, and public realm/streetscapes; and
- Potential wind impacts of the development and any required mitigation measures.

The applicant submitted a Shadow Study prepared by Diamond Schmitt Architects. Staff are reviewing the submitted study.

The applicant also submitted a Preliminary Pedestrian Wind Study prepared by RWDI Consulting Engineers and Scientists, dated May 13, 2020. The study recommends that wind tunnel testing be conducted to confirm its predictions and optimize the recommended wind control measures. Staff are reviewing the study and the appropriateness of the proposed mitigation measures.

## **Tree Preservation**

The application is subject to the provisions of the City of Toronto Municipal Code, Chapter 813 Articles II (Street Trees By-law) and III (Private Tree By-law).

Additionally, City Council has adopted the objective of increasing the existing 27 percent tree canopy coverage to 40 percent. Policy 3.4.1 (d) of the Official Plan states that "to support strong communities, a competitive economy and a high quality of life, public and private city-building activities and changes to the built environment, including public works, will be environmentally friendly based on: d) preserving and enhancing the urban forest by: i) providing suitable growing environments for trees; ii) increasing tree canopy coverage and diversity, especially of long-lived native and large shade trees; and iii) regulating the injury and destruction of trees".

The applicant submitted an Arborist Report and a Tree Preservation Plan, dated April 9, 2020, prepared by Bruce Tree Expert Company Limited. The report indicates that the development proposes to remove two protected trees located within the City road allowance and nine protected privately-owned trees. The report also identifies that seven trees located within the City road allowance would be preserved. Urban Forestry staff have advised that revisions to the Arborist Report and Tree Preservation Plan are required.

A Landscape Plan and Planting Plan prepared by Janet Rosenberg and Studio, dated March 3, 2020, were also submitted. The plans include the planting of 58 new trees. Staff will work with the applicant to address the provision of trees and the requirement to add to the City's tree canopy.

## **Infrastructure/Service Capacity**

Servicing and Stormwater Management Reports are required to be submitted and reviewed by Development Engineering staff to evaluate the effects of the proposal on the City's municipal servicing infrastructure and watercourses and to identify and provide the rationale for any new infrastructure and upgrades to existing infrastructure necessary to adequately service the development. A Geotechnical Study/Hydrogeological Review, a Public Utilities Plan and a Site Grading Plan are also required to be submitted and reviewed. These reports and plans have not been submitted to-date and accordingly the application is currently deemed incomplete.

The applicant submitted a Transportation Impact, Parking and Loading Study prepared by IBI Group, dated May 6, 2020, to evaluate the effects of the proposal on the transportation system and suggest any transportation improvements that are necessary to accommodate the travel impacts generated by the site. The study estimates that the number of trips per hour generated by the site will decrease, with 36 fewer two-way trips during the weekday morning and 40 fewer two-way trips during the afternoon peak hours. Transportation Services staff have reviewed the study and have advised that further information is required.

## **Noise and Vibration**

The applicant retained Aeroustics Engineering Limited to prepare a Noise and Vibration Study, dated May 21, 2020, to analyze the existing and potential noise levels in the surrounding area, including road traffic noise, and evaluate its potential impact on the proposed development in accordance with the City of Toronto and Ministry of the Environment, Conservation and Parks ("MECP") noise guidelines. City staff will retain a third party consultant to undertake a peer review of this study at the cost of the applicant.

## **Toronto Green Standard**

City Council has adopted the four-tier Toronto Green Standard (TGS). The TGS is a set of performance measures for green development. Applications for Zoning By-law Amendments, Draft Plans of Subdivision and Site Plan Control are required to meet and demonstrate compliance with Tier 1 of the Toronto Green Standard. Tiers 2, 3 and 4 are voluntary, higher levels of performance with financial incentives. Tier 1 performance measures are secured on site plan drawings and through a Site Plan Agreement or Registered Plan of Subdivision.

The applicant submitted a TGS Checklist with this application and it is currently being reviewed by staff. Staff will be encouraging the applicant to meet Tier 2 or higher performance measures.

## **Archaeological Assessment**

The subject site has archaeological resource potential. A Stage 1 Archaeological Assessment was submitted and is currently under review by City staff.

## **Section 37 Community Benefits**

The Official Plan provides for the use of Section 37 of the *Planning Act* to pass by-laws for increases in height and/or density not otherwise permitted by the Zoning By-law in return for the provision by the applicant of community benefits in the form of capital facilities. It is standard to secure community benefits in a Section 37 Agreement which is then registered on title. The proposal meets the Official Plan minimum size threshold of 10,000 m<sup>2</sup> of gross floor area for consideration of Section 37 benefits. Should the application be considered for approval, Section 37 contributions could be secured towards specific benefits for the surrounding local community.

## **Other Matters**

Additional issues may be identified through the review of the application, agency comments and the community consultation process.

## **CONTACT**

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Olivia Antonel, Planner, Tel. No. (416) 394-6008, E-mail: [Olivia.Antonel@toronto.ca](mailto:Olivia.Antonel@toronto.ca)

## **SIGNATURE**

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Neil Cresswell, MCIP, RPP  
Director, Community Planning  
Etobicoke York District

## **ATTACHMENTS**

### **City of Toronto Drawings**

Attachment 1: 3D Model of Proposal in Context, Looking Southwest

Attachment 2: 3D Model of Proposal in Context, Looking Northeast

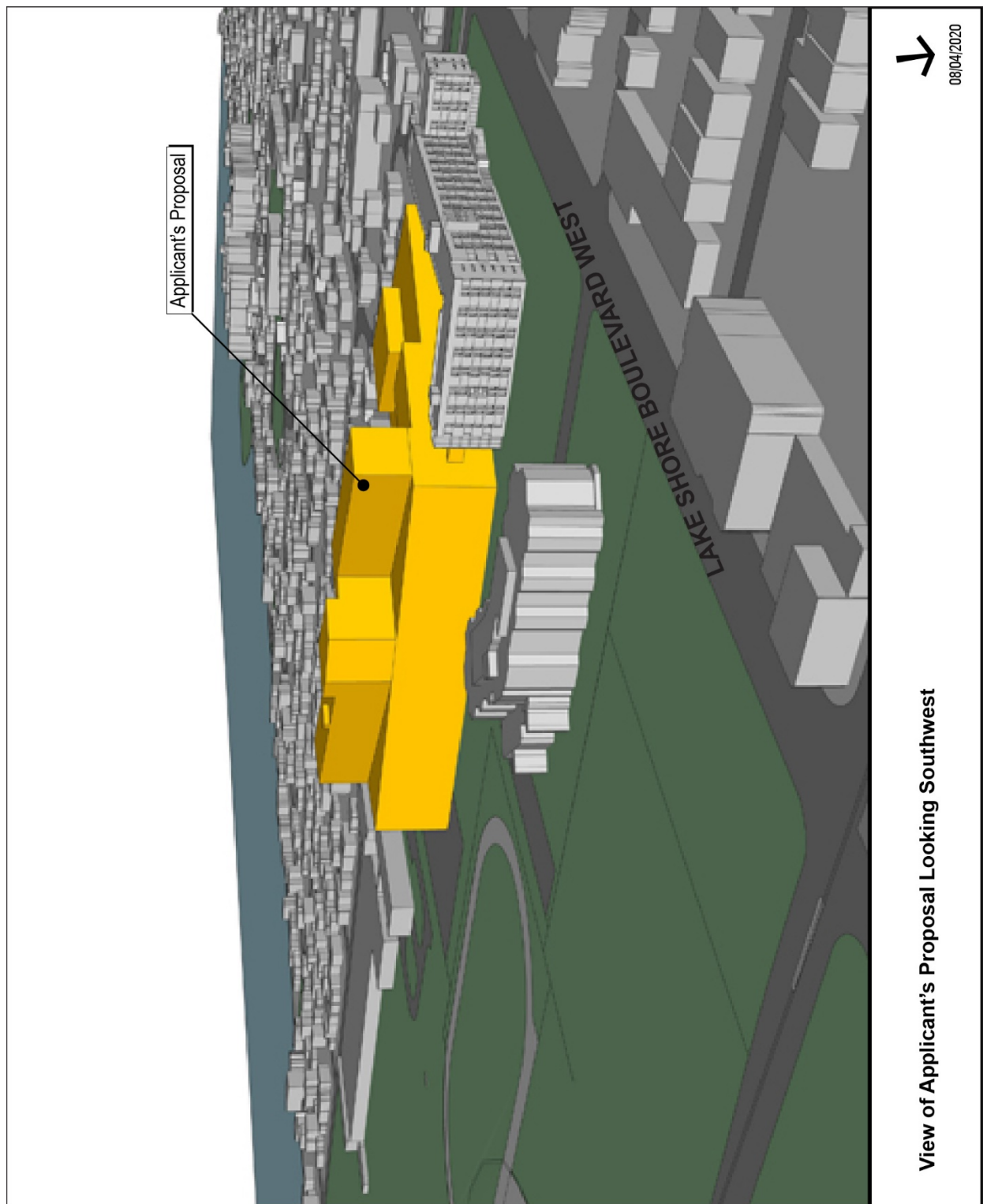
Attachment 3: Location Map

Attachment 4: Site Plan

Attachment 5: Official Plan Land Use Map

Attachment 6: Zoning Map

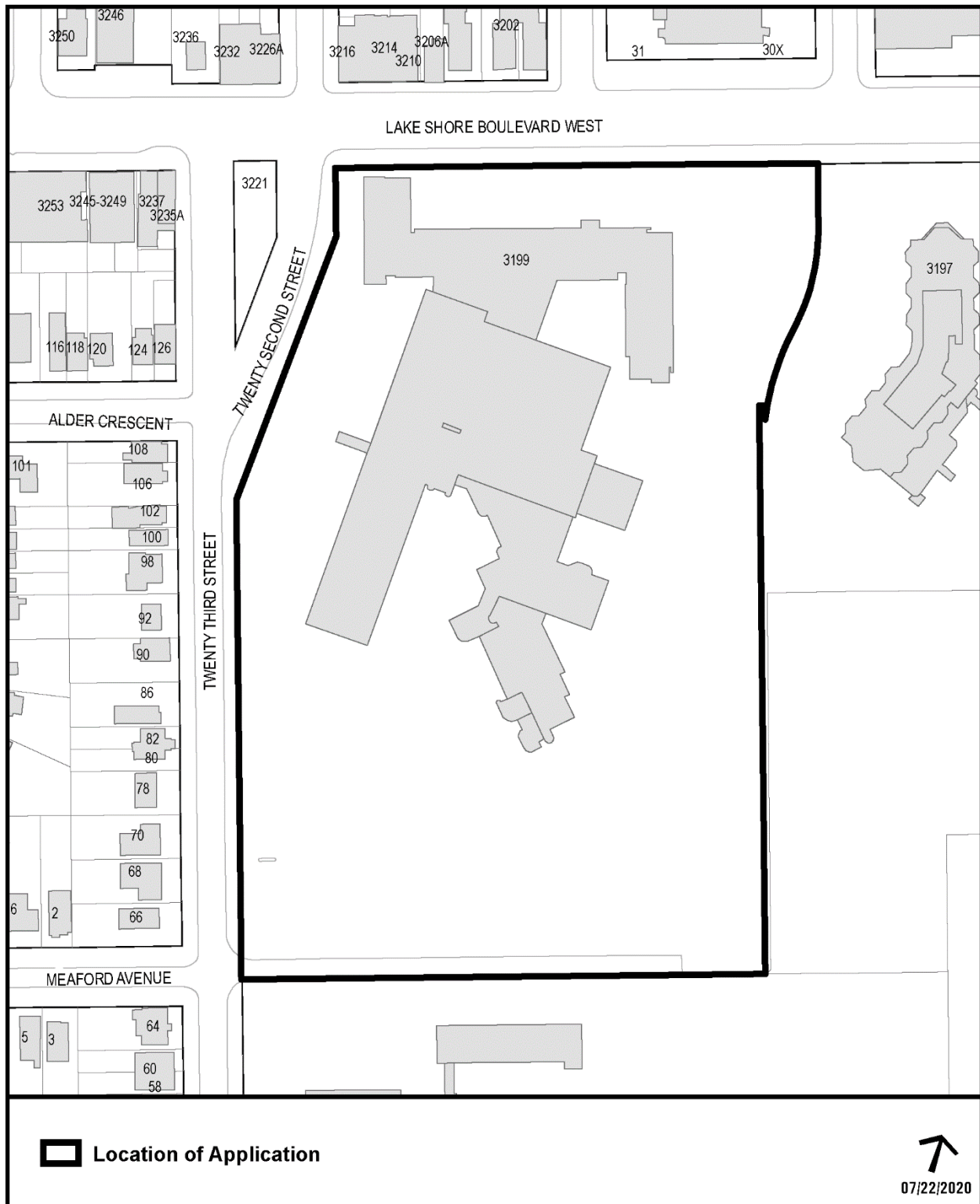
Attachment 1: 3D Model of Proposal in Context, Looking Southwest



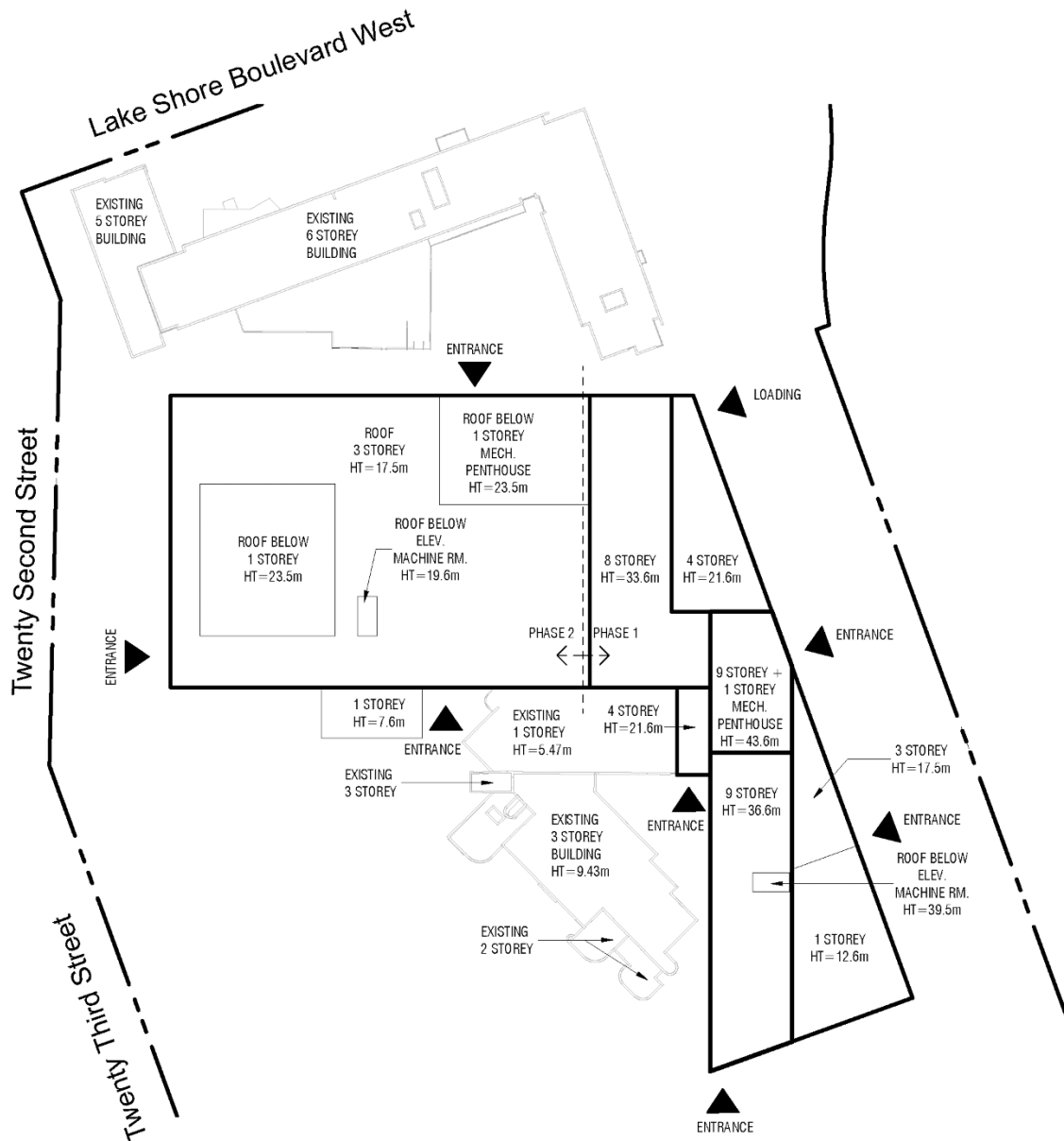
## Attachment 2: 3D Model of Proposal in Context, Looking Northeast



### Attachment 3: Location Map



## Attachment 4: Site Plan

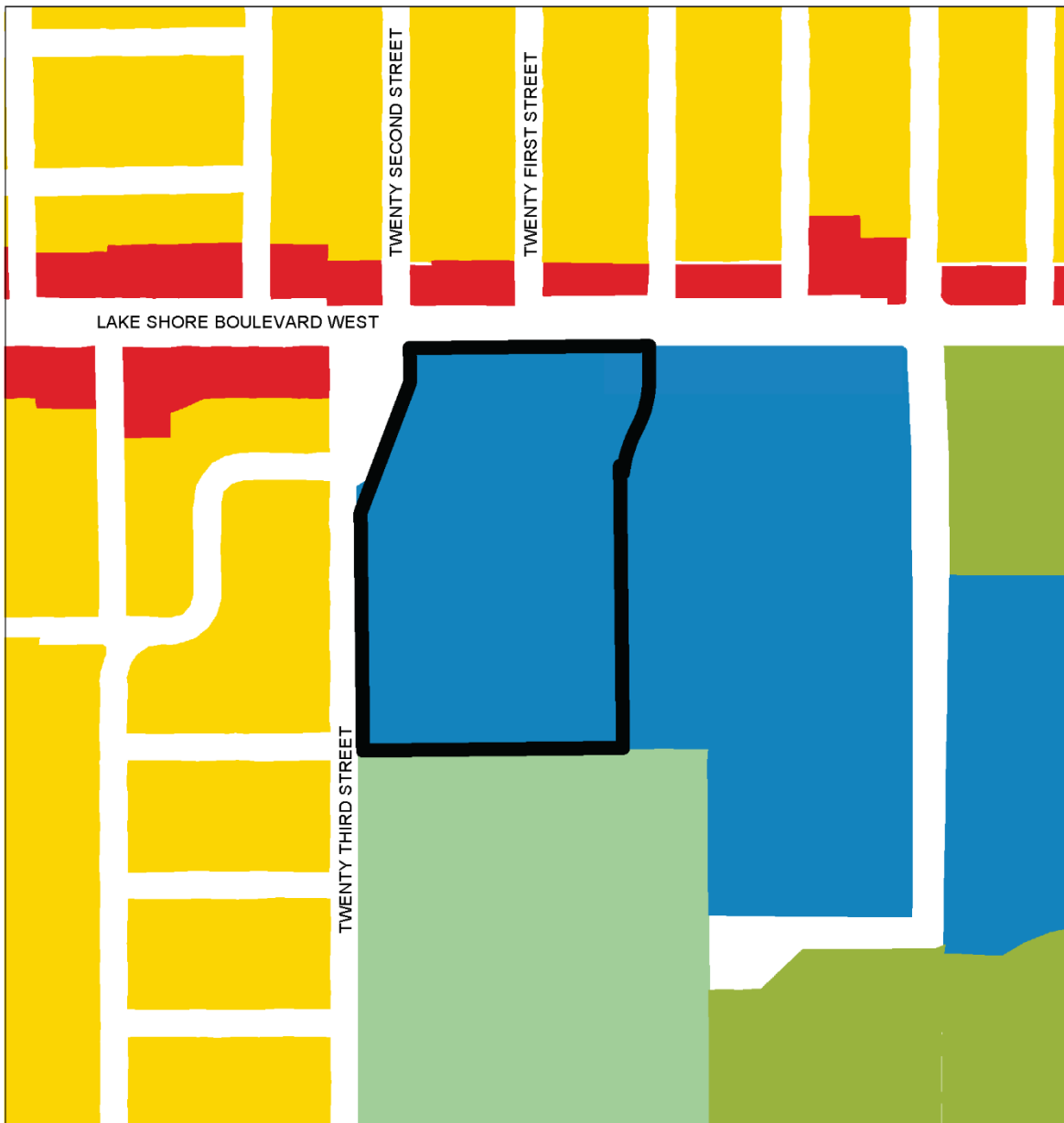


Site Plan





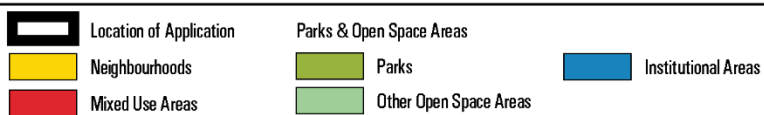
## Attachment 5: Official Plan Land Use Map



3199 Lake Shore Boulevard West

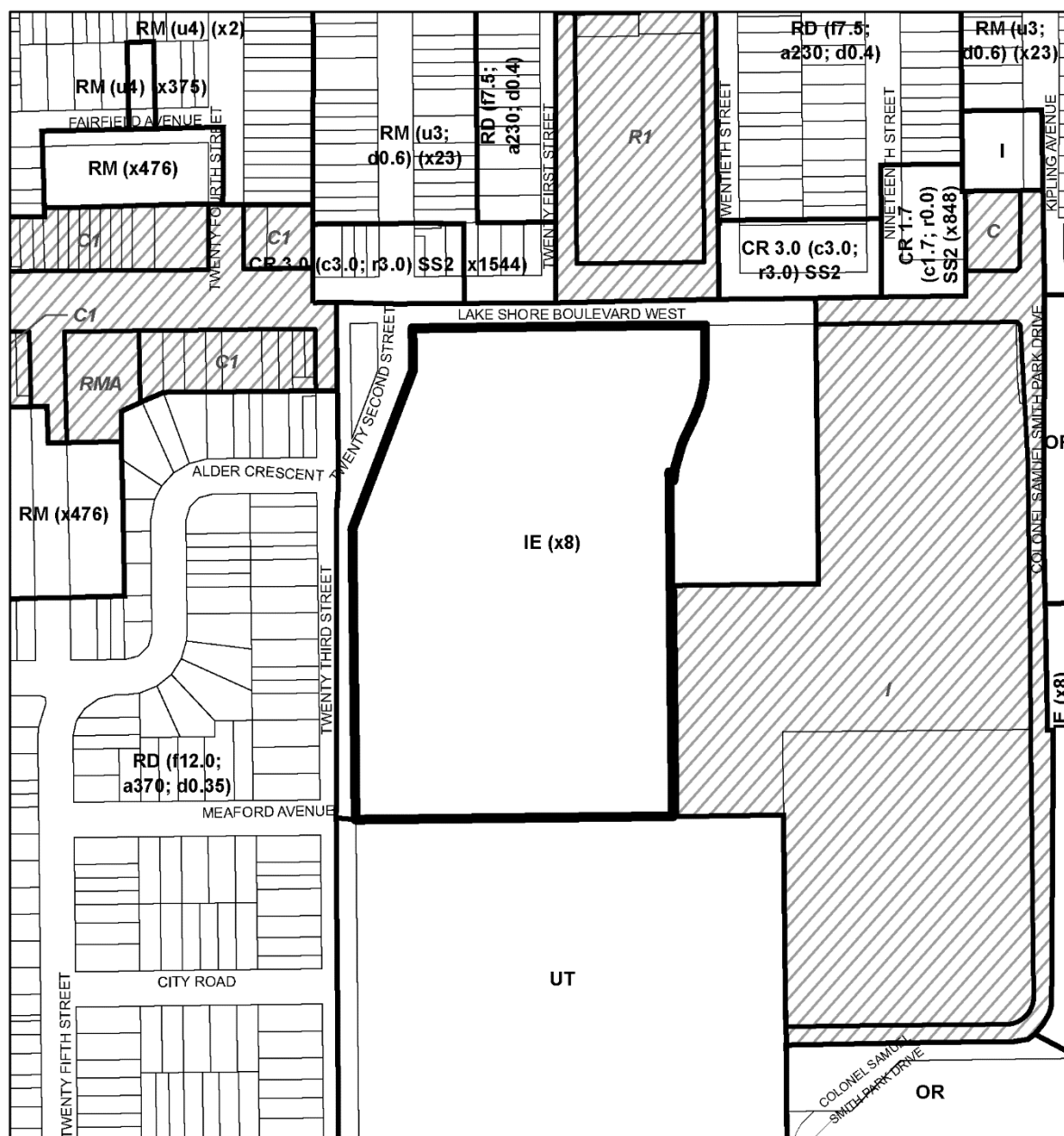
### Official Plan Land Use Map #15

File # 20 146801 WET 03 0Z



↑  
Not to Scale  
07/22/2020

# Attachment 6: Zoning Map



Zoning By-law 569-2013

3199 Lake Shore Boulevard West

File # 20 146801 WET 03 02



Location of Application

RD Residential Detached  
RM Residential Multiple  
CR Commercial Residential

I Institutional  
IE Institutional Education  
OR Open Space Recreation  
UT Utility and Transportation



See Former City of Etobicoke (New Toronto) By-law No. 2215

R1 First Density Residential  
C Commercial  
I Institutional & Public

See Former City of Etobicoke (Long Branch) By-law No. 23/64

RMA Residential Multiple Apartments  
C1 Commercial



Not to Scale  
Extracted: 07/28/2020