This report responds to a direction from City Council to evaluate the feasibility of constructing a deck park (“Span McCowan”) across McCowan Road between Progress Avenue and Bushby Avenue/Town Centre Court, as well as a stand-alone market building to serve as a specialty retail destination within the Scarborough Centre. The direction originated from Scarborough Community Council following a presentation on Span McCowan by the Glen Andrew Community Association.

Following consultation with several City divisions, staff have determined that constructing an elevated deck park above McCowan Road south of Progress Avenue and north of the existing SRT corridor would be technically feasible, and would cost in the order of $40 million, including ongoing maintenance over fifty years. The construction of a 4,400 square metre, stand-alone shell of a building to accommodate an indoor market would cost approximately $1.5 million, not including land acquisition costs or ongoing maintenance.

**RECOMMENDATIONS**

The City Planning Division recommends that:

1. Scarborough Community Council receive this report for information.
Financial Impact
While there are no immediate financial impacts arising from this report, it is estimated that the construction of a deck park and a permanent market building would require approximately $41.5 million in capital funding (including deck structure maintenance over a 50-year period, but excluding land acquisition and ongoing operating funding for park and market building maintenance costs). These costs are unfunded as they are not included in the 10-Year Capital Plan or the 2014 Operating Budgets for Transportation Services, Parks, Forestry and Recreation, or any other program. Should City debt funding be proposed, significant re-allocations would be required within the current 10 Year Capital Plan.

The Deputy City Manager and Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY
At their July 11-13, 2012 meeting, City Council directed "the Acting Chief Planner and Executive Director, City Planning Division, in consultation with Transportation Services and Parks, Forestry and Recreation staff to review the "Span McCowan" proposal presented by the Glen Andrew Community Association as part of the ongoing McCowan Precinct Plan Study and that its feasibility including cost estimates be reported out in association with the McCowan Precinct Plan Study's Final Report."

ISSUE BACKGROUND
In December, 2005, Council approved a new secondary plan for the Scarborough Centre. The Secondary Plan includes, in broad terms, the policies and urban design ambitions for the Centre. In June, 2011, staff advised Scarborough Community Council that the City Planning division was initiating a study of the area known as the McCowan Precinct in the Scarborough Centre. The final report for the McCowan Precinct Plan is being brought to the May 13, 2014 meeting of Scarborough Community Council.

On June 13, 2012, City Planning staff presented the conclusions and recommendations of the Scarborough Centre Public Space and Streetscape Master Plan for the Civic and Commercial Precincts to Scarborough Community Council. The Master Plan, which was approved by City Council on July 11-13, 2012, establishes a vision for the Civic and Commercial Precincts and identifies seven priority projects and implementation strategies to improve and enhance the public realm and public space framework. A copy of the plan can be found at http://goo.gl/ax5hQy.

At the June 13, 2012 meeting, representatives from the Glen Andrew Community Association made a deputation to Scarborough Community Council in response to City Planning staff's report. A copy of their presentation can be found at http://goo.gl/Lv74hZ. Two main themes emerged from the community association’s presentation: the necessity of safe pedestrian and cycling connections across McCowan Road and the need for a sense of place, or a destination, within the Scarborough Centre.
Their suggestion to address the first of these two objectives was for the City to consider constructing a deck park above McCowan Road between Progress Avenue and Bushby Drive/Town Centre Court to provide a grade-separated pedestrian and cycling link between the McCowan Precinct and the adjacent Commercial and Civic Precincts, while at the same time increasing the amount of park space in the Centre (refer to Attachment 1: Original Glen Andrew Community Association Proposal). Secondly, they suggested that the City consider constructing a purpose-built market building, similar to the St. Lawrence Market south building, to serve as a permanent, specialty retail destination.

Community Council recommended that City Council adopt the recommendations of the Scarborough Centre Public Space and Streetscape Master Plan, and also directed staff to report back on the feasibility of the “Span McCowan” proposal presented by the Glen Andrew Community Association in conjunction with the McCowan Precinct Plan Study’s final report.

COMMENTS

Site and Surrounding Area

The subject area is comprised of the rights-of-way of McCowan Road between Progress Avenue and Bushby Drive/Town Centre Court and the eastern portion of Triton Road terminating at McCowan Road. McCowan Road is a City-owned six-lane arterial road traversing in a north-south direction and is a major vehicular route to and from Highway 401. The portion of Triton Road east of the Scarborough Town Centre mall is a private street owned by Oxford Properties Group which is reserved primarily for buses, taxis and delivery vehicles serving the Scarborough Centre bus terminal and the Scarborough Town Centre mall. Triton Road and McCowan Road at this location are generally lower in elevation than the surrounding lands, with sloped embankments on all sides.

There is a signalized intersection where these two streets meet. There is a sidewalk along the west side of McCowan Road with a TTC bus stop just north of Town Centre Court. There is a sidewalk along the east side that is elevated above street level and separated from McCowan Road by an on-ramp that provides vehicular access northbound onto McCowan Road from Bushby Drive. The south portion of this walkway terminates at the mezzanine level of the McCowan RT station. There is a TTC/Go Transit bus shelter and a 20m-long sidewalk along the south side of Triton Road and a 30m-long sidewalk along the north side, both of which terminate prior to the road becoming tunnelled beneath the Scarborough Town Centre mall parking lot. Abutting uses include:

North: Progress Avenue (including an elevated, enclosed pedestrian walkway)
South: Scarborough Rapid Transit (SRT) line, McCowan SRT station (located on the east side of McCowan Road), Bushby Drive/Town Centre Court
East: large, vacant parcel of land at 120 Grangeway Drive (recently sold by Build Toronto to the Goldman Group)
West: Scarborough Town Centre mall surface parking lot owned by Oxford Properties Group
Scarborough Centre Public Space and Streetscape Master Plan

The “Span McCowan” proposal is located on the eastern edge of both the Civic and Commercial Precincts, and on the western edge of the McCowan Precinct (refer to Attachment 2: Scarborough Centre Secondary Plan). The Scarborough Centre Public Space and Streetscape Master Plan provides direction on public realm projects and strategies to improve the Centre’s public space framework for the Civic and Commercial Precincts. It recommends the implementation of several urban design principles to clarify the overall design intent for the Centre’s streets and public spaces, one of which describes how “arterial streets should be designed as generously landscaped avenues that balance the accommodation, safety and amenity for the various corridor users.” McCowan Road is one of three arterial corridors identified in the Plan.

The Plan also identifies seven key priority projects to implement the Master Plan and improve the quality and character of public spaces in the Civic and Commercial Precincts including the revitalization of Albert Campbell Square, the redesign of the Civic Green (Ceremonial Plaza) and the redesign of the Civic Common to open up the view corridor from Ellesmere Road toward the Civic Centre building and the new library.

The seven priority projects have an estimated total cost of $15.385 million. With a 2012-2015 estimated available cash flow of $1.331 million, there is a $14.054 million shortfall for the funding of the key priority projects in the Plan.

McCowan Precinct Plan

The Scarborough Centre Secondary Plan contemplates the development of detailed “Precinct Plans” for each of the four precincts. Community Planning staff have completed the McCowan Precinct Plan Study, which has resulted in a detailed plan for the McCowan Precinct. This plan will provide implementation policies, development principles, and design strategies for the McCowan Precinct that will be used to guide change and manage growth, identify necessary public and private realm improvements, identify needs and opportunities for improvements to parks, transportation and community and social services, strengthen the employment base within the precinct, direct infrastructure investment, and provide a foundation for the preparation of any policy amendments for the McCowan Precinct to manage future development.

The Conceptual Master Plan identifies the McCowan/Bushby/Progress area as a "Gateway" that experiences high volumes of pedestrian activity. To create an attractive and safe pedestrian environment, provide for safe and functional vehicular movement, and to enhance its function as a gathering place and a connection point between Precincts, the Gateway is to incorporate a variety of design features that may include:

- clearly defined pedestrian routes that may be grade-related or associated with parks, open spaces and/or transit facilities;
- greater sidewalk widths, increased landscaped areas and the creation of urban spaces through additional building setbacks;
- widened street medians with pedestrian refuge areas;
- enhanced streetscape design, way-finding signage and pavement treatment;
- improved street signalization and street lighting; and
- land uses and facilities that function as destination elements (e.g. transit stations, commercial/institutional uses, etc.)

**International Examples of Deck Parks**

There are examples of deck parks in jurisdictions around the world connecting neighbourhoods and public spaces by bridging large spans of roadway with attractive and functional public areas. Such structures have generally been built above deeply entrenched freeways, reconnecting once-cohesive neighbourhoods later cut off by the widespread highway construction boom of the 1950s and 1960s (refer to Attachment 3: Margaret T. Hance Park, Phoenix, Arizona). Some, like Millennium Park in Chicago, have been built above and across extensive rail corridors separating the downtown cores of many such cities from their historic waterfront areas (refer to Attachment 4: Millennium Park, Chicago, Illinois). Others take the form of hardscaped urban squares connecting major attractions. The Terrasse de Pomone in Paris is one example, which spans l’Avenue du General Lemonnier to form a continuous park connecting the Jardin des Tuileries, the Champs-Elysees and the Louvre museum (refer to Attachment 5: Terrasse de Pomone, Paris, France).

Generally, these deck parks most often link publicly owned spaces that experience high levels of pedestrian traffic. Free-standing deck parks unattached to adjacent public streets or open spaces are seemingly not as common.

**Consultation with City Divisions**

The Glen Andrew Community Association proposal, as presented to Community Council in June, 2012, envisioned building a 1.2 hectare (3 acre) deck park above McCowan Road and Triton Road between Progress Avenue and Bushby Drive/Town Centre Court and bisected by the existing SRT line (refer to Attachment 1: Original Glen Andrew Community Association proposal).

In order to assess the feasibility of the proposed deck park, City Planning staff consulted with staff from Corporate Finance, Parks, Forestry and Recreation, Engineering and Construction Services, Transportation Services, Facilities and Real Estate Services and the TTC. Because the portion of Triton Road within the study area is privately owned, Planning staff used only the publicly-owned McCowan Road right-of-way in its analysis. Accounting for the presence of the existing elevated SRT structure, the remaining space between the south side of Progress Avenue and the north side of Bushby Drive/Town Centre Court is approximately 41 metres (135 feet) in
width, 160 metres (525 feet) in length and 6,800 square metres (1.7 acres) in area (refer to Attachment 6: City Study Area).

Engineering and Construction Services staff advised City Planning staff that the minimum cost to build a basic concrete overpass structure is approximately $3,000 per square metre ($280 per square foot). The average cost to maintain such a structure for its typical life span of about fifty years is around $2,160 per square metre ($200 per square foot). It should be noted, however, that Engineering and Construction Services consider any elevated overpass structure beyond 90 metres (295 feet) in length to be a tunnel, and would therefore require that the structure be outfitted with an overhead ventilation system to ensure that automobile exhaust would be adequately dispersed from beneath the structure. At 160 metres (525 feet) in length, the “Span McCowan” proposal would be considered a tunnel, and would therefore require ventilation. The cost to build an overpass structure with overhead ventilation and associated electrical systems is around $6,500 per square metre ($604 per square foot) plus $10 million in ventilation maintenance over fifty years on top of the maintenance costs for the basic structure. At 6,800 square metres (1.7 acres) in size, a concrete deck structure above McCowan Road between Progress Avenue and Bushby Drive/Town Centre Court with ventilation and electrical systems would cost approximately $44 million. Including maintenance over fifty years, the total cost would be in the order of $69 million (refer to Attachment 10: Cost Estimates).

In order to estimate the cost of a park on top of the deck structure, Parks, Forestry and Recreation staff assumed that 50% of the space would be likely comprised of soft landscaping (tree plantings, gardens, grass, mulch, etc.) and the other 50% would be comprised of hard landscaped materials (paving, interlocking brick, concrete walkways, etc.). The estimated base cost for such a park is around $926 per square metre ($86 per square foot) for a total of $6.3 million. No estimate for ongoing maintenance was provided by Parks staff. Added to the cost of a ventilated concrete deck structure, the estimated cost of a deck park above McCowan Road between Bushby Drive/Town Centre Court would be in the order of $51 million. Including the maintenance of the ventilated deck structure over a fifty year period, the estimated total cost would be approximately $75 million.

While overpass structures typically have a vertical clearance of around 5 metres (16.5 feet), the presence of the existing overhead traffic signals at the intersection of McCowan Road and Triton Road would require an additional vertical clearance of 2 metres (6.6 feet). In addition, TTC staff advised that a horizontal clearance of 1 metre (3.3 feet) would be required from the elevated SRT corridor in order to avoid the vibration of passing transit vehicles from affecting a deck structure. Accommodating both the vertical clearance for the overhead traffic signals and the horizontal clearance for the SRT structure is technically feasible, but it renders the portion between the elevated SRT structure and Bushby Drive/Town Centre Court too small to be effectively bridged with a deck park.

Revised “Span McCowan” Proposal

In April, 2013, City Planning staff met with representatives from the Glen Andrew Community Association to present the above preliminary findings. As a result, the residents’ group revised their proposal to scale back the length of the proposed structure such that it would be less than 90
metres (295 feet) in length, and would therefore not be considered a tunnel requiring an extensive ventilation system (refer to Attachment 7: Revised Glen Andrew Community Association Proposal). The revised proposal, which has a reduced area of around 6,500 square metres (1.6 acres) also abandoned the concept of bridging the small portion above McCowan Road between the elevated SRT structure and Bushby Drive/Town Centre Court. The representatives for the community association expressed a strong desire to bridge over at least a portion of Triton Road, even though it is not publicly owned, as a means to maximize east-west connectivity within the Centre.

Using the same parameters as before, albeit with a smaller deck area and no requirement for ventilation systems, the estimated cost for the Glen Andrew Community Association’s revised proposal would be in the order of $40 million. This figure includes $19.5 million for a 6,500 square metre (1.6 acre) concrete overpass structure, $14 million for maintenance over a fifty-year period, and $6 million for the construction of a park above, excluding ongoing park maintenance. For a line-item comparison of the original and revised proposals, please refer to Attachment 10: Cost Estimates.

705 Progress Site

The McCowan Precinct is in the lowest quintile of parkland provision per capita, as shown on Map B – Local Parkland Provision in the Official Plan. There are two existing local parks within the McCowan Precinct - Lee Centre Park and Hillsborough Park. These parks are 0.34 hectares and 0.36 hectares in size, respectively. There is a need for neighbourhood parks that offer a range of features and recreation amenities to local users, such as playing fields, playgrounds, etc. The implementation of new parkland is therefore a priority for this area.

The City is the joint owner (along with the TDSB) of a 4.4 hectare (10.9 acre) parcel of land at 705 Progress Avenue, which has been earmarked for a public school and a neighbourhood park (refer to Attachment 8: 705 Progress Avenue Site). This currently industrial site was jointly purchased with the Toronto District School Board in order to increase the amount of parkland within the Scarborough Centre and to secure a large parcel of land to build a future school that the projected increase in population is expected to call for.

Staff from Parks, Forestry and Recreation have estimated that the construction of a 2.2 hectare (5.4 acre) park, representing 50% of the joint land holding, would cost around $2.35 million which includes the demolition of existing buildings on the site, construction of playground equipment, water-play facilities, sports fields, pedestrian walkways, tree and shrub plantings, and outdoor furnishings such as benches and garbage receptacles. This estimate includes the costs associated with undertaking Phase 1 and Phase 2 environmental assessments, but does not include any remediation of soils that may be required, as those studies have not yet been conducted. Staff of PFR advise there is no identified funding to support the addition of $2.35 million to the PFR Division's 10 year capital plan.

Market Building (Proposal and St. Lawrence Market)

The Glen Andrew Community Association presentation to Scarborough Community Council described the need for a “destination” within the Scarborough Centre which should serve as a “focal point for eastern Toronto”.
The community association’s suggestion was for a permanent, City-owned market building, similar to the St. Lawrence Market South Building, to be located on a portion of the currently vacant 120 Grangeway Drive site on the east side of McCowan Road. They envisioned the building as a place for Scarborough’s “independent food merchants” to gather and sell their goods that could extend outside onto the deck park spanning McCowan Road on a seasonal basis. The building could also double as a community space with child care facilities.

The ground floor of the St. Lawrence Market South Building is approximately 4,400 square metres (47,000 square feet). In consultation with Facilities and Real Estate Services staff, it was estimated that a building with a similarly-sized ground floor would cost around $1.3-$1.4 million. This estimate assumes a big box format retail building with very basic detailing, and does not include any land acquisition or maintenance costs. When this estimate was presented to the Glen Andrew Community Association in April, 2013, they expressed a desire to have a higher quality building than a typical big box retail store. As an interim measure, they also suggested using one of the existing industrial buildings on the 705 Progress Avenue site which is jointly-owned by the City and the TDSB as a temporary location for a market building. Staff from Economic Development and Facilities and Real Estate advise that the City does not typically own or operate retail outlets, although it does own and operate the St. Lawrence Market due to historical obligations. A potential specialty retail market in the Scarborough City Centre would need to be privately built and operated, or perhaps through a public-private partnership (P-3), as there are currently no proponents to build or operate a market building. Should a willing proponent express an interest to the City to improve and operate the buildings in order to establish a temporary specialty retail building on the jointly-owned 705 Progress Avenue site prior to its conversion for use as a school and neighbourhood park, an economic feasibility study and market analysis may be warranted at that time.

The Scarborough Civic Centre outdoor farmers’ market operated for a number of years along with similar markets at City Hall, Metro Hall, East York Civic Centre and North York Civic Centre. Vendors generally pay between $450 and $600 per location for 16-19 weeks (from May to September), with many vendors attending more than one of these weekly markets. The Scarborough Civic Centre farmers’ market has suffered a decline in vendors and patrons in the recent past, to the point where it was discontinued after the 2012 summer season. Reasons cited by the vendors for the lack of success are: a lack of customer interest, lack of convenient parking and a perceived lack of signage to advertise the markets presence. Vendors thought a permanent location with adequate parking would generate more interest, however they did not feel that substantially higher rents would be acceptable to vendors. Feedback from would-be patrons of the farmers’ market generally cited a perceived lack of value in the pricing of the vendors’ offerings. Facilities Management staff noted that an increase in both residential and office density within the Centre would most likely be necessary to sustain a farmers’ market similar to the successful markets located outside City Hall, Metro Hall and the other Civic Centres. A farmers’ market in Albert Campbell Square could perhaps be more successful if held on a weekend day, but added that the City avoids holding events there on weekends so that the space is available for community-run events.
It should be noted that the Scarborough Centre already has several destinations, including the Scarborough Town Centre mall, the YMCA, Albert Campbell Square, and the Scarborough Centre library which is currently under construction. The Scarborough Centre Public Space and Streetscape Master Plan identifies these destination as being ingredients for a vibrant and successful Centre, but acknowledges that many of these destinations remain fragmented and need to be strengthened by enhancing the public realm between them. Efforts in this regard are already underway with the Albert Campbell Park expansion and Borough Drive streetscape enhancements.

Consultation with Adjacent Landowners

In addition to consulting with other City divisions to assess the feasibility of the Glen Andrew Community Association proposal, City Planning staff reached out to adjacent landowners to inform them of the association’s “Span McCowan” and market building proposal and gauge their interest in potentially addressing some of the residents’ objectives and concerns in any future developments on their lands. Oxford Properties Group, which owns the Scarborough Civic Centre mall, is currently undertaking preliminary discussions with City staff indicating that it intends to undertake a significant expansion of the mall over the next several years, but has not formally submitted a development application. Goldman Group, which owns 120 Grangeway Avenue on the east side of McCowan Road between Progress Avenue and Bushby Drive, has had preliminary discussions with the City for a mixed use office and residential development on the site, although no application has been submitted.

Bloor-Danforth Subway Extension, SRT Corridor

At its meeting on October 8, 9, 10 and 11, 2013, City Council reconfirmed its support for a Scarborough Subway, extending the Bloor-Danforth line along the McCowan Road corridor to Sheppard Avenue East (the “McCowan Corridor Subway”), subject to approval of the final alignment through an Environmental Assessment. While exact station locations have yet to be determined, a new subway station located at or near the intersection of McCowan Road and Bushby Drive/Town Centre Court could incorporate a below-grade pedestrian crossing under McCowan Road that would enhance the connectivity between the McCowan, Commercial and Civic Precincts. This could be identified within the scope of the subway construction budget at no additional cost to the City.

At the same meeting, City Council directed the City Manager to report back to the Executive Committee on the feasibility of maintaining the abandoned SRT line and converting it to a public park similar to Manhattan’s High Line, once the SRT is decommissioned (refer to Attachment 9: Highline Park, New York City, New York). City Planning staff are leading this project and expect to report out on this matter in 2015.

Both the subway station pedestrian infrastructure and future decommissioned SRT corridor could partially address the Glen Andrew Community Association’s concerns about parkland provision and pedestrian connectivity. The Glen Andrew Residents Association representatives have requested a more detailed feasibility study be undertaken for the Span McCowan Proposal. Staff estimate that a feasibility study to establish basic geometric feasibility, define functional requirements, and generate an order-of-magnitude cost estimate could be done for approximately $100,000. Because the Span McCowan proposal may conflict with the location of potential
subway infrastructure as well as construction phasing, it would be premature to proceed with further feasibility studies until the environmental assessment for the Scarborough subway extension has been completed. The TTC is expected to be commencing their Transit Project Assessment Process in the second quarter of 2014, with an estimated duration of approximately two years for a project of this size.

**Conclusions**

The construction of a deck park across McCowan Road south of Progress Avenue and north of the SRT corridor may be technically feasible, and would cost in the order of $40 million, including ongoing structural maintenance over fifty years, but excluding park maintenance. The construction of a permanent, stand-alone, specialty retail market building would cost around $1.5 million, not including land acquisition or maintenance costs. City Council’s October, 2013 decision to replace the ageing SRT line with a subway line raises questions with regards to its alignment and station locations which will have a significant impact on infrastructure projects within the Scarborough Centre. It also presents opportunities for improved pedestrian connections across the four precincts, including a pedestrian connection under McCowan Road associated with a future subway station at Bushby Drive/Town Centre Court and the potential conversion of the decommissioned SRT corridor to an elevated linear park. Further feasibility analysis of the Span McCowan proposal should only be undertaken following the completion of the subway environmental assessment which will examine the issue of pedestrian crossings and connections within the Scarborough Centre.

**CONTACT**

Christopher May, Planner  
City Planning Division, Scarborough District  
Tel. No.  (416) 396-7034  
Fax No.  (416) 396-4265  
E-mail:  cmay@toronto.ca

**SIGNATURE**

______________________________________________  
Raymond David, Director  
Community Planning, Scarborough District

**ATTACHMENTS**

Attachment 1: Original Glen Andrew Community Association Proposal  
Attachment 2: Scarborough Centre Secondary Plan  
Attachment 3: Margaret T. Hance Park, Phoenix, Arizona  
Attachment 4: Millennium Park, Chicago, Illinois  
Attachment 5: Terrasse de Pomone, Paris, France
Attachment 6: City Study Area
Attachment 7: Revised Glen Andrew Community Association Proposal
Attachment 8: 705 Progress Avenue Site
Attachment 9: Highline Park, New York City, New York
Attachment 10: Cost Estimates
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Attachment 3: Margaret T. Hance Park, Phoenix, Arizona
Attachment 4: Millennium Park, Chicago, Illinois
Attachment 5: Terrasse de Pomone, Paris, France
Attachment 6: City Study Area

City Study Area

Span McCowan

Applicant's Submitted Drawing

Not to Scale
04/07/2014

File # 13_274823 EPS 00TM

Staff report for information – Span McCowan & Market Building Proposal
Attachment 7: Revised Glen Andrew Community Association Proposal
Highline Park, New York City, New York

Span McCowan

Applicant’s Submitted Drawing

Not to Scale

04/08/2014

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