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SMALL FARMER TITLING  
TECHNICAL ASSISTANCE PROJECT  
HONDURAS

SIXTH SEMI-ANNUAL REPORT  
(Period October 1, 1986 - March 31, 1987)

APRIL 1987

Contract No. AID 522-0173-C-00-4089-00  
Project No. 522-0173

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CLAPP AND MAYNE, INC.

CONSULTANTS TO MANAGEMENT

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April 29, 1987

**M E M O R A N D U M**

TO : Mr. James E. Corley  
Contracting Officer  
USAID/Honduras

FROM : Edibaldo Silva Lopez,  
President *Edibaldo Silva Lopez*  
Clapp and Mayne, Inc.

SUBJECT : Sixth Semi-Annual Report  
Honduras Small Farmer Titling  
Technical Assistance Project  
Contract No. AID 522-0173-C-00-4089-00

In accordance with Clause 17(a) of the General Provisions, we are pleased to submit for your consideration three copies of the Sixth Semi-Annual report on the subject contract.

Also enclosed is the administrative report concerning expenditures and personnel employed under the contract.

Enclosures

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PART I

STATUS OF THE WORK  
UNDER THE CONTRACT

## I. INTRODUCTION

This report complies with the provisions of Article II, Section B of the Contract No. AID 522-0173-C-00-4089-00 and General Provision No. 17, "Reports", and constitutes the sixth semiannual report of the Small Farmer Titling Technical Assistance Project, covering the period of October 1, 1986 to March 31, 1987.

On March 12, 1984 Clapp and Mayne, Inc. and USAID/Honduras signed the Small Farmer Titling Technical Assistance Project contract (No. AID 522-0173-C-00-4089-00. This contract provides for 48 person/months technical assistance to the National Agrarian Institute (INA) and the Executive Direction of Cadastre (DEC) in the fields of cartography and EDP.

In December 1984, the contract was ammended to increase the level of effort by two additional person/months to provide one O&M Specialist to carry out an administrative audit of the Executive Direction of Cadastre.

On July 1986 tne contract was extended to provide 26 additional person/months of services in the fields of Cartography and Electronic data processing.

The goal of this project is to increase food production employment, and incomes in rural Honduras by expanding the benefits of private property ownership to small farmers settled on government owned lands.

The purpose of the project is to establish a coordinated and functioning system for the titling of rural

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lands in Honduras. By increasing the administrative capacity of the National Agrarian Institute (INA) to issue up to 50 titles per day, through an interinstitutional approach to the titling process, the project will issue fee simple ("dominio pleno") titles to occupants of national lands in six departments of Honduras and begin in a seventh department within the next five years, following an established priority order, starting with the Department of Santa Barbara.

On August 30, 1982, the Republic of Honduras (GOH) and the United States of America, acting through the Agency for International development (USAID), signed the project agreement for this project, setting out the understanding of the previous mentioned parties with respect to the undertakings by the GOH and with respect to the financing of the project by the parties.

To assist the GOH to meet the cost of carrying out the project, USAID, pursuant to the Foreign Assistance Act of 1961, as amended, agreed to grant the GOH, under the terms of said agreement, an initial amount not to exceed one million dollars (\$1,000,000) and to lend the GOH, under the terms of the same agreement, an initial amount not to exceed ten million dollars (\$10,000,000).

The project consists of three (3) main activities; these are:

1. interinstitutional promotional and publicity campaigns in the target areas;
2. delineation of rural properties and related costs in seven departments; and

3. the improvement and expansion of INA's Department of Land Transfer and Adjudication and its Agrarian Debt Control Office.

Specifically, the technical assistance contract signed by Clapp and Mayne, Inc; is aimed to the delineation of rural properties and mapping activities. This activity is the backbone of the large titling effort, which consists of the identification of areas by their legal status and the delineation of properties to be titled.

Delineation activity is being carried out by the Executive Direction of Cadastre (DEC) through special agreement among INA and DEC.

Working from aerial photography and orthophoto maps, DEC's delineation teams identify existing property boundaries. The delineation, accordingly programmed into DEC's existing computer facility, is processed for producing standardized property maps (scale 1:10,00) of the entire area. These maps, along with individual ground plots and their identification of the owner/occupant and land use information are submitted to INA.

At the same time that properties are being delineated, an investigation into the legal status of the land is completed. Title searches are completed in Tegucigalpa prior to work in the field. The results of such searches are checked and verified at the municipality level by examining the records of the municipal property registers.

Within each municipality, two types of property delineation take place. After the title searches are completed, the outside boundaries of all properties held in "dominio pleno" are identified. By exclusion, all rural land within the municipality that is not titled in "dominio pleno" is the property of the Government. Subsequently, a map of each municipality identifying all lands by their legal status (public or private lands) is produced.

Except for the identification of the outside boundaries of "sitios privados" (private owned lands), the project does not work with lands held in "dominio pleno".

Once public lands are identified, as described above, delineation teams begin the identification and delineation of individual farm properties located on public lands. As properties are identified and delineated, a "ficha catastral" (cadastral card) is completed for each delineated property. In addition to the description of the location and boundaries of the property, this registry card identifies the occupant, his claim to ownership, and a detailed description of the use to which the land is being put. The information on the card is subsequently computerized and a cadastral number is assigned.

In the office, DEC calculates the area of each property and prepares a list of the properties with area and land use information.

All these materials produced by DEC are submitted to INA for the beginning of the titling process.

As the delineation responsibility falls under DEC, as stated out in the Project Agreement, both INA and DEC signed an Interinstitutional Technical Cooperation Agreement to carry out the Project. This agreement was signed on January 14, 1983 and will expire on August 29, 1987. This Interinstitutional Agreement sets out the understanding of both parties with respect to the undertakings of each institution.

As a result of the Interinstitutional Agreement, both institutions signed Project Agreement No. 1 for financing delineation activities for the Department of Santa Barbara; said agreement was signed on April 27, 1983.

The second agreement for delineating activities in the Department of Comayagua was signed on April 24, 1984. Third Project Agreement for delineation activities in the Department of Copan was signed on January 29, 1985 and the fourth, for the Department of Cortes, was signed on August 23, 1985. The fifth project agreement for delineating the Department of Yo-ro was signed on October 15, 1986.

## II. STATUS OF THE WORK UNDER CONTRACT

### A. Consultants Mobilization

The first specialist, the Cartographer/Project Director Eng. Miguel A. Nunez Delgado, arrived at the project on March 19, 1984 for a two years tour. The contract was amended to provide four (4) additional person/months of service for the Cartographer. Mr. Ibrahim Medina, Computer Analyst, arrived on July 23, 1984 and Mr. Jorge Vega Acosta, O&M Specialist, arrived on January 28 and departed on March 27, 1985 after completion of his assignment.

### B. Activities Carried Out by the Cartographer

1. During the period, 58 meetings were attended to discuss technical and administrative matters dealing with the Small Farmer Titling Project and other DEC's related matters. These meetings were held with AID, INA and DEC's officials and supervisory personnel. Among the most important matters considered in these meetings were:

- a) Review of overall progress of projects
- b) Discussion on the possibility of stopping all field activities due to the lack of funds for paying salaries and per diems.
- c) Conference to the Committee in charge of revising the urbanism law for the possibility of including a betterment tax law.
- d) Discussion of details of the budget for delineating the Department of Yoro.
- e) Discussion of an alternative for revising the FAR rate for the Department of Yoro.
- f) Discussion of soils classification for establishing land unit values for PTT/Copan.
- g) With ORD Sub-Director to discuss the possibility of developing a project (outside the

- boundaries of present project) to title lands planted with tree crops.
- h) Discussion for rescheduling dates of material delivery to INA for the Project of Cortes.
  - i) Discussion for planning a delineation course to be offered to twenty (20) new delineators.
  - j) With Executive Director for discussing DEC's salary policy for Yoro/PTT.
  - k) Conference to all DEC's Department Heads on the new cadastral numbering system and cadastral maintenance system designed by the Consultant.
  - l) With DEC's Executive Director and Computer Analyst, discussion on apparent Computer Center deficiencies.
  - m) Conference to all Department Heads on the Cadastral Data Bank Concept designed by the Consultant.
  - n) Conference delivered to two (2) Government of Jamaica officials on the Photogrammetric Delineation Approach for Land Titling Projects.
  - o) Presentation to DEC's Executive Director of the document containing the approach and design of an integral cadastral project for the Municipality of La Villa de San Antonio in Comayagua.
2. Edition of the Rural Delineation Manual of Procedures.
  3. Completion of the draft of Office Processes Manual of Procedures.
  4. Completion of the draft of Ground Control Manual of Procedures.
  5. Completion of the draft of Project Agreement No. 5 for the Department of Yoro and an amendment of Project Agreement No. 4 (Department of Cortes).
  - 6 Attended ORD's Retreat at Valle de Angeles.
  - 7 Analysis of the valuation system used by PTT. A report on findings and recommendations was submitted to INA/PTT Project Coordinator.
  8. Attended a GPPU demonstration to AID officials at DEC's Computer Center.
  9. Completed a budget draft of the delineation and mapping component of Ocotepeque /Lempira Project (BID).
  10. Completed a report of recommendations for an

Accelerated Land Titling Project of Farms Planted with Crop Trees.

11. Developed work guide for evaluating the Computer Center performance.

12. Designed the coding system for the Cadastral Data Bank.

13. Designed the form for evaluating delineation training courses.

14. Field trips to demonstrate delineation techniques on aerial photographs to Govt. of Jamaica officials.

15. Interviewed Computer Center's personnel for evaluating Center's performance. Also completed the draft of the first part of the Evaluation Report.

C. Activities Carried Out by the Computer Analyst

1. Trainig course of hardware maintenance was satisfactorily completed by one technician at Huntsville.

2. In the area of analysis and systems design, the following was completed:

a. Payroll

Twenty programs were written and tested. These were:

- 1) Payroll Registry
- 2) Confidential Employee Data (List)
- 3) Master File Additions
- 4) Transactions Entry
- 5) Master File Changes
- 6) Master File Deletion
- 7) Salary Calculation
- 8) Master File Transactions Updating
- 9) Historic Transactions File
- 10) Initiation of Temporary Transactions
- 11) Transcription and Verification of Transactions

- 12) List of Employees (By names)
- 13) List of Employees (By Dpt. and Section)
- 14) Commands Interlace
- 15) Historical Employee Data
- 16) Interactive Transaction Consultation
- 17) List of Employees (By birthdates)
- 18) IHSS Employee Contribution
- 19) Income Tax Withholding
- 20) "Vecinal" Tax Calculation

b. General Ledger

Budgetary control system (Preliminary design)

c. Inventory System

Preliminary system design including flowchart, files definition, reports and screen designs.

d. Property Control System

Completed final system design. It consists of five (5) menu driven programs, six (6) screen and three (3) report designs. System documentation includes two (2) forms for files maintenance and their corresponding instructions.

3. Recommendations for documentation standards, including detailed instructions for:

- a. Report designs
- b. Screen designs
- c. Programmer Weekly Report
- d. Flowchart symbols
- e. EDP Dictionary

4. Revision and updating of the following procedures:

- a. Cadastral Card Transcription
- b. Present Land Use Transcription
- c. Hydraulic Resources Processes
- d. Plotting Processes

5. Demonstration of Payroll System to DEC's officials.

6. Operating and Procedures Manuals inventory

7. COBOL Language training course for two (2)

programmers.

8. Report on training needs (1987, 1988 and 1989) for DEC and INA; submitted to Project Liaison Officer (AID).

D. Status of the Project

1. Department of Santa Barbara

Delineation activities began in Santa Barbara on May 10, 1983 and finished on September 7, 1984; eight months behind schedule. Total actual cost of this project amounted to Lps. 1,445,377.90.

The following table depicts most relevant statistical data of this project:

Total Project Cost	.....	Lps. 1,445,377.90	
Project Area	.....	351,818.58	Has.
Govt. Owned Lands	.....	181,499.80	Has.
Private Owned Lands	.....	170,318.78	Has.
% of Govt. Owned Lands	.....	51.6	%
% of Private Lands	.....	48.4	%
Parcels in Govt. Lands	.....	21,373	
Delineated Orthophotos	.....	134	
Ave. Parcels/Orthophoto	.....	160	
Ave. Property Size	.....	8.49	Has.
Parcels Subject to Titling.....		19,841	
% Parcels Subject to Titling....		92.8	%
Ave. Cost/Delineated Parcel.....		Lps. 67.63	
Cost/Parcel Subject to Titling..		Lps. 72.88	

2. Department of Comayagua

Project Agreement No. 2 was signed on April 24, 1984 and expired on December 31, 1985. Actual field work began on April 17, 1984 and the project was finished on May 1986; five (5) months behind schedule.

Delay in finishing the project was due to the fact that INA rejected some 900 parcels because they were poorly delineated.

The following table, included on the next page, depicts the most relevant statistical data of this project.

Total Project Cost	.....	Lps. 2,215,494.37	
Project Area	.....	542,397.87	Has.
Govt. Owned Lands	.....	301,961.65	Has.
Private Owned Lands	.....	240,436.22	Has.
% of Govt. Owned Lands	.....	56	%
% of Private Lands	.....	44	%
Parcels in Govt. Lands	.....	32,566	
Delineated Orthophotos	.....	210	
Ave. Parcels/Orthophoto	.....	155	
Ave. Property Size	.....	9.27	Has.
Parcels Subject to Titling.....		30,873	
% of Parcels Subject to Titling		94.8	%
Ave. Cost/Delineated Parcel....		Lps. 66.03	
Cost/Parcel Subject to Titling.		Lps. 69.65	

### 3. Department of Copan

Project Agreement No. 3 was signed on January 29, 1985 and expired on December 31, 1986. Actual field delineation began on February 4, 1985 and finished on November 1986; one month ahead schedule. The project progressed smoothly as scheduled because a new field methodology was implemented as well as the reorganization of both field and office activities.

The following table depicts most relevant statistical data of this project:

Total Project Cost	.....	Lps. 1,800,817.13	
Project Area	.....	324,050.68	Has.
Govt. Owned Lands	.....	157,543.60	Has.
Private Owned Lands	.....	166,507.08	Has.
% of Govt. Owned Lands	.....	48.6	%
% of Private Owned Lands.....		51.4	%
Parcels in Govt. Lands	.....	23,311	
Delineated Orthophotomaps.....		135	
Ave. Parcels/Orthophoto	.....	173	
Ave. Property Size	.....	6.76	Has.
Parcels Subject to Titling.....		22,264	
% Parcels Subject to Titling...		95.5	%
Cost/Delineated Parcel	.....	Lps. 77.25	
Cost/Parcel Subject to Titling.		Lps. 80.89	

#### 4. Department of Cortes

Project Agreement No. 4 for this project was signed on August 23, 1985 and will expire on November 30, 1987. Total budget for this project amounted to Lps. 2,015,201.40.

Actual field work began on August 23, 1985 and it is expected to be finished in May 1987. Forty (40) maps encompassing 2,100 parcels have been delineated and delivered to INA as of the end of the period.

#### 5. Department of Yoro

Project Agreement No. 5 for this project was signed on October 15, 1986 and will expire on October 31, 1988. Total budget for this project amounted to Lps. 4,635,360.35.

Actual field delineation began in November 1986 and, at the end of the period, 80,741 Has. encompassing 4,324 parcels has been delineated in government owned lands.

#### 6. Recapitulation

For the delineation and mapping phase of this project DEC has already completed the mapping for three (3) Departments (Santa Barbara, Comayagua and Copan) and has two (2) other on-going mapping projects in the Departments of Cortes and Yoro.

Considering only the three completed projects, on the following page we are including a table that recapitulates the most relevant statistical data of these three (3) projects as a whole.

Statistical Data of the Combined Mapping Projects of  
Santa Barbara, Comayagua and Copan.

March 31, 1987

Total Cost of Projects	.....	Lps.	5,461,689.40	
Total Area of Projects	.....		1,218,267.13	Has.
Total Govt. Owned Lands	.....		641,005.05	Has.
Private Owned Lands	.....		577,262.08	Has.
% of Govt. Owned Lands	.....		52.6	%
% of Private Owned lands	.....		47.4	%
Delineated Parcels (Govt. Lands)....			77,250	
Delineated Orthophotomaps	.....		479	
Ave. Parcels/Orthophotomap	.....		161	
Ave. Property Size	.....		8.30	Has.
Parcels Subjected to Titling	.....		72,978	
% Parcels Subjected to Titling.....			94.5	%
Ave. Cost/Delineated Parcel	.....	Lps.	70.70	
Ave. Cost/Parcel Subjected to Titling		Lps.	74.84	

## III. PROBLEMS ENCOUNTERED

During the period, the project has faced some administrative and technical problems; some have been solved but others are still affecting the progress of the project.

These problems will be discussed under two general categories - administrative and technical.

A. Administrative Problems

1. Lack of Vehicles and Spare Parts

There are some 49 vehicles for providing the transportation to 161 field employees. The 49 vehicles fleet is composed of 25 three years old jeeps and 24 twelve years old jeeps. Older vehicles demand a large amount of spare parts for their maintenance. As DEC has no available funds for purchasing a large stock of spare parts for that type of vehicles, these are inoperative most of the time. In the other hand, DEC can not afford to renew its fleet because no funds are budgeted for said purpose.

2. Deficient DEC's Managerial Capacity

It is observed that DEC's managerial capacity continues to be very deficient. For example, there are no written procurement procedures, personnel administration procedures, and deficient supportive services.

An administrative audit carried out two years ago (March 1985) pointed out these deficiencies. Although recommendations to cope with said deficiencies were made,

no action has been taken for implementing said recommendations.

B. Technical Problems

1. Delineation Methodology

a. Present Land Use Delineation

Project Agreement states that:"on delineated property, present land use will be determined. Discontinuous lines will mark the areas or subparcels planted in coffee, cane, pasture, or basic grains, or covered in forest or bushes in accordance with the standardized crop classification chart." This requirement has proven to be of no use in the titling process; thus delaying field delineation activities and unnecessarily spending project funds.

This condition has been highlighted by the Project Evaluation Team in its Evaluation Report submitted to AID in August 1985. ( See recommendation on Page 30; Section 4.d.; Chapter II- Mid-Point Evaluation Report-Land Tenure Center, University of Wisconsin.)

b. Individual Property Maps

INA requires an individual property map for each parcel to be titled. These maps are prepared by computerized means at DEC's facilities. This activity consumes too much effort in terms of computer time. INA only uses said maps for incorporating them into beneficiaries' files.

c. Registry of Adjoining Property Owners Names

INA requires that adjoining property owners

appear on the "ficha catastral". This type of data registry is time consuming and delays the mapping process.

It has been recommended that instead of filling out adjoining property owners names on the cadastral cards, it should be registered only the adjoining parcel numbers. This type of data is permanent in its nature. Using said data, DEC could mechanically produce a list containing adjoining property owners names, if INA really need said data. This recommendation was also turned down by INA officials.

d. Pin-Pointing Landmarks on Orthophotomaps

Exact location of landmarks are determined stereoscopically on 1:42,000 scale aerial photography and then these points are transferred (by photoidentification) to 1:10,000 scale orthophotomaps. Even for the most experienced delineator, working with two different scaled documents is very difficult. Difficulty is enhanced when the aerial photography and the orthophotomap are produced from different dated negatives. Transferring points from the aerial photography to an orthophotomap in these cases demands special skills effort.

To cope with these difficulties it was recommended that DEC should purchase a transferscope from project funds. This recommendation was turned down by INA officials because there are no funds available for acquiring any more equipment from project funds.

## IV. PLANS FOR THE ENSUING PERIOD

As two main activities are carried out by the Consultants, i.e. cartography and electronic data processing, plans for the ensuing period are separately presented according to the above mentioned fields of expertise; however, we have included plans for the administrative phase of the project as part of the plans to be developed by the Cartographer.

A. Cartography

1. In-service DEC personnel training on the best use of orthophotomaps, aerial photography and quality control.
2. Continuous monitoring of both field and office activities in order to keep map production submission to INA on schedule for the titling process.
3. Field trips, as necessary, for technical assistance to delineators and quality control teams in the solution of special and/or complex problems.
4. Follow-up on the implementation of recommendations for improving quality and quantity of materials to be submitted to INA for the rational use of project funds.
5. Adjustments to Cortes work plans for on schedule delivery of delineated maps to INA.
6. Development of office maps processes Manual of Procedures.
7. Close consultancy work with the Head of the

Engineering Department in all matters concerned with schedule of projects, cash flow, procurement, technical reports, etc.

8. Design and implementation of DEC's cadastral data bank.

9. Implementation of the Cadastral Demonstrative Project for Villa de San Antonio, Comayagua.

10. Supervision and direction of the activities for evaluating DEC's Computer Center performance.

B. Electronic Data Processing

1. Finish DEC's Computer Center Evaluation.

2. Overall review of maintenance services rendered by Intergraph/Mexico.

3. Follow-up activities for establishing an on call maintenance contract for the new computer equipment.

4. Determine training needs and design training plans for both INA and DEC Computer Centers.

5. Completion of mechanized inventory system For DEC.

6. Follow-up activities for purchasing additional peripheral equipment for the Department of Natural Resources.

7. Development and implementation of a work plan for purchasing and installing INA's computer equipment.

This chapter incorporates the Consultants' recommendations covering current needs in the fields of cartography and administration.

#### A. Cartography

Under this category, we have grouped all recommendations pertaining to both field and office delineation and map producing activities.

1. Present land use (parcel level) delineation should be eliminated. This recommendation, if implemented at the time it was originally suggested, it would have roughly saved an estimated amount of \$ 2,000,000.00 to the project during its life.

2. Individual property maps should be eliminated. These serve no practical use or purpose for the titling process.

3. It is strongly recommended, to improve delineation work quality, that DEC be authorized to purchase a transferscope from project funds.

4. Telephone communications between the Central Office, Cortes and Yoro Regional Offices are non - existent. There are no available telephonic lines to establish such needed communications.

It is recommended that a radio communication equipment be acquired and installed as soon as possible.

B. Administration

1. Although the administration aspect is not the core of this technical assistance contract, deficiencies observed in this area is affecting the map production rate. To cope with this problem, AID provided two (2) additional person/months of service into this contract to carry out an administrative audit of DEC.

The final report was submitted to both AID and DEC on March 27, 1985. It was suggested that the recommendations contained in said report were implemented as soon as possible but as of the end of this period DEC has failed to do so.

PART II  
ADMINISTRATIVE REPORT

CLAPP AND MAYNE, INC.  
HONDURAS SMALL FARMERS TITLING  
TECHNICAL ASSISTANCE PROJECT  
ADMINISTRATIVE REPORT

This semi-annual report covers the period October 1, 1986 to March 31, 1987.

The following personnel worked in the project during this period:

1. Mr. Miguel A. Nunez - Cartographer
2. Mr. Ibrahim Medina - Computer Analyst

Attached is the summary of costs incurred during the period and costs to date under the project.

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CLAPP AND MAYNE, INC.

HONDURAS SMALL FARMERS TITLING  
TECHNICAL ASSISTANCE PROJECT

SUMMARY OF COSTS INCURRED

<u>Budget Category</u>	<u>Budget Amount</u>	<u>Total Expenditures</u>	
		<u>Beginning of Contract thru March 31, 1987</u>	<u>Period Oct. 1, 1986- March 31, 1987</u>
Salaries	\$229,977	\$201,217.98	\$ 37,560.00
Fringe Benefits	48,824	38,725.79	6,861.89
Overhead	125,460	107,974.69	19,989.85
Travel & Transp.	54,423	23,632.29	270.64
Allowances	154,215	123,043.66	20,398.66
Other Direct Costs	<u>5,455</u>	<u>3,255.27</u>	<u>364.14</u>
Total Costs	\$618,354	\$497,849.68	\$ 85,445.18
Fixed Fee	<u>48,676</u>	<u>39,772.56</u>	<u>6,780.22</u>
Grand Total	<u>\$667,030</u>	<u>\$537,622.24</u>	<u>\$ 92,225.40</u>