

No. H-39011 /30/2015-P&P(Pt-I)
Government of India
Ministry of Road Transport & Highways
(Planning Zone)
Transport Bhawan, 1, Parliament Street, New Delhi - 11000

Dated the 12.03.2019

To

1. The Principal Secretaries/ Secretaries of all States/ UTs Public Works Departments dealing with National Highways, Other Centrally Sponsored Schemes & State Schemes
2. The Engineers-in-Chief and Chief Engineers of all States/ UTs Public works Departments dealing with National Highways, Other Centrally Sponsored Schemes
3. The Chairman, National Highways Authority of India (NHAI), G-5&6, Sector-10, Dwarka, New Delhi- 110075
4. The Managing Director, NHIDCL, 3rd Floor, PTI Building, 4- Parliament Street, New Delhi - 110 001
5. Director General (Border Roads), Seema Sadak Bhawan, 4- Parliament Street, New Delhi - 110001
6. All CE-ROs / SE-ROs / ELOs of the Ministry of RT&H

Subject: Guidelines for procurement, preparation, review and approval of DPR - Reg.

- Ref. No.: -
- (i) Ministry's Circular No. H-39011 /30/2015-P&P(Pt-I) dated 15.02.2019
 - (ii) Ministry's Circular no. RW/NH-24035/4/2008-P&M/PIC (Vol.II), dated 23.02.2018
 - (iii) Ministry's Circular no. H-39011/30/2015-P&P(Pt-I), dated 22.08.2016

Madam/ Sir,

Your kind attention is drawn to the detailed guidelines for procurement, preparation, review and approval of DPR along with RFP document for Consultancy services for DPR preparation issued vide the Ministry's letter under refer. No. (i) above and para 14 and 16 of Ministry's letter under ref. no. (ii) above regarding delegation of powers to CE-RO/ SE-RO/ ELO at the Ministry's Regional Office.

2. The RFP document for Consultancy services for DPR preparation issued vide the Ministry's letter under refer. No. (i) above have been reviewed in details and modified considering the experiences gained and difficulties faced. Some of the salient features of the revised document are inclusion of criteria for bidding for standalone Bridge Project and Tunnel project in addition to normal Highway Project, mandatory online submissions of bids, evaluation of Technical bids through 'INFRACON' portal only, deletion of provisions for bid security, changing weightage of Technical and Financial evaluation to 70% and 30% respectively, assigning more weightage for relevant experience of firm in bid evaluation, deletion of provisions for Contract negotiations with the H1 bidder, debarment for 1-2 year period in case of non-submission of Performance Security by the bidder, Technical evaluation of CVs of 4 key personnel, disqualification of applicant/ termination of the agreement normally in case of need for replacement of Team Leader, allowing replacement of key personnel only under compelling circumstances, specifying the reduction in remunerations in cases of first, second, third, etc., replacements, assigning specific



1 of 11

No. H-39011 /30/2015-P&P(Pt-I)
Government of India
Ministry of Road Transport & Highways
(Planning Zone)

Transport Bhawan, 1, Parliament Street, New Delhi - 11000

responsibilities towards various activities under land acquisition process, clearly specifying obligations of the DPR consultants in attending to queries raised/ furnishing clarifications towards securing applicable clearances in the guidelines, making it mandatory to work out estimated cost of land acquisition realistically for all projects before finalization of 3(D) notifications, penalties for errors/ variations including discrepancy in land acquisition proposals and delays, allowing expenses and fees of Arbitrators as per NHAI's policy, rationalizing criteria for change of scope, etc. A copy of the same is enclosed at Annexure-A.

3. Keeping in view the experiences gained, needs have been felt also to review/ amend some of the provisions contained in the detailed guidelines for procurement, preparation, review and approval of DPR issued vide the Ministry's letter under refer. No. (i) above; for example, review of normative costs for DPR preparations, replacing two stage approvals for the estimates for DPR preparations (i.e. once for rough/ tentative cost estimates based on normative costs before invitation of bids and estimates based on tender costs in case its amount exceeded rough cost estimates approved initially) by single stage approval based on tender costs, delegation for approval of alignment plans, final DPRs, LA costs, Clearances Reports, etc., considering their critical bearings on overall Project Scope and Total Project Costs, reconciling of inconsistencies in delegations for extension of time and variation/ change of scope in ref. (i) and (ii), etc., authorizing the ROs of the Ministry to function as focal points in the entire process of preparation of the proposals, invitation of bids and their evaluation, recommending the tender based estimates for consideration of approval in the Ministry, award and finalization of DPRs in close coordination with the State PWDs, etc.

4. Accordingly, it has been decided to adopt the following procedures/ guidelines henceforth and until further orders towards procurement, preparation, review and approval of DPR.

4.1. **Preparation of estimates for invitation of Bids:** Rough/ tentative cost estimates shall be prepared for stretches of roads for which DPR is to be prepared. The rough/ tentative cost shall be worked out on per km cost basis as per following normative costs (excluding centages) for invitation of bids for award of Consultancy services for preparation of DPRs:-

Category	Terrain	Normative Cost (Rs. In Lakh per km)
2L / 2L+PS	Plain	2.5
2L / 2L+PS	Rolling/ Hilly	3.25
4L or more	Any	3.50

In case of isolated bridges/ structures, tentative cost shall be worked out based on recent tender based DPR works sanctioned in the nearby area.

4.2. **Invitation of bids:** The DPR proposal shall be invited as per Ministry's latest guidelines, by the RO, MoRTH and evaluated at their level involving State PWD following the Standard RFP document issued vide Ministry's circular No. H-39011 /30/2015-P&P(Pt-I) dated 15.02.2019. NHAI and NHIDCL may prescribe the procedure to be followed by them in this context.



No. H-39011 /30/2015-P&P(Pt-I)
Government of India
Ministry of Road Transport & Highways
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Transport Bhawan, 1, Parliament Street, New Delhi - 11000

4.3. **Evaluation of Bids:** The evaluation of bids shall be done as per evaluation criteria of technical proposal and evaluation criteria of financial proposal. The revised criteria have been included in Data Sheet in the Standard RFP document.

4.4. **Approval of Tender Based Estimate:** Tender based estimate for preparation of DPR/ feasibility report shall be prepared by the RO of the Ministry in consultation with the State PWD and forwarded to the concerned Project Zone of the Ministry; such estimates shall be processed by the concerned Project Zones in the Ministry for concurrence of Financial Advisor and Administrative Approval (AA) & Financial Sanction (FS) of the Competent Authority. NHAI and NHIDCL may prescribe the procedure to be followed by them in this context.

4.5. **Preparation, Review and Approval of DPR/FS:** Six sub-stages have been defined for DPR preparation, each with designated deliverables, reviewing and accepting authority.

a) The following table shall be followed for MoRTH and its implementation agencies, other than NHAI and NHIDCL:

Sr. No.	Sub-Stage	Key Deliverables	Reviewing and Accepting Authority
I	Draft/ Final Inception Report	Project appreciation, Detailed approach and methodology, Work programme, Proforma for data collection, Design standards and proposed cross sections, Key plan and linear plan, Development plans, Quality assurance plan, Draft design standards	Chief Engineer, PWD /Chief Engineer, BRO in consultation with Regional Officer, MoRTH
II	Draft/ Final Feasibility Report	Project description including possible alternatives, methodology, socio-economic profile, indicative design standards and technical specifications, traffic surveys and analysis, environmental screening and preliminary assessment, initial social assessment and preliminary land acquisition/ resettlement plan, cost estimates based on preliminary rate analysis and bill of quantities, economic and financial analysis.	AS/ADG/CE-Cordinator, MoRTH Alignment plan shall be approved by AS/ADG/CE-Cordinator, MoRTH
III	Draft/ Final LA & Clearances I Report	Strip plan along with land acquisition plan, utility relocation plan, details of properties and estimated costs of acquisition	Chief Engineer, PWD/ Chief Engineer, BRO in consultation with Regional officer, MoRTH; however, estimated costs of acquisition shall be approved by AS/ADG/CE-Cordinator, MoRTH
IV	Draft/ Final Detailed Project Report	Main Report, Design Report, Materials Report, Environmental Assessment Report, Technical Specifications, Rate Analysis, Cost Estimates, Bill of Quantities, Drawing Volume	AS/ADG/CE-Cordinator, MoRTH
V	Draft/ Final Technical Schedules	Civil Work Contract Agreement	Chief Engineer/PWD/Chief Engineer, BRO in Consultation with Regional Officer, MoRTH

No. H-39011 /30/2015-P&P(Pt-I)
Government of India
Ministry of Road Transport & Highways
(Planning Zone)
Transport Bhawan, 1, Parliament Street, New Delhi - 11000

Sr. No.	Sub-Stage	Key Deliverables	Reviewing and Accepting Authority
VI	Draft/ Final LA & Clearances II Report	Land Acquisition Report including final 3a, 3A, 3D notifications, estimated costs of Land Acquisition, Clearances Report (Environmental/ Forests/ Wildlife/ CRZ, etc., clearances, GADs of ROBs, etc., as is/ are applicable) with final approvals from agencies for all project related clearances	AS/ADG/CE-Cordinator, MoRTH

- b) Para 14.1 & 14.2 of the Ministry's letter no. RW/ NH-24035/4/2008-P&M/PIC (Vol.II), dated 23.02.2018 shall stand amended accordingly in view of para 4.4 and 4.5 (a) above.
- c) NHAI and NHIDCL may prescribe the procedure to be made applicable in this regard under intimation to the Ministry.
- d) For each of the six sub-stages in 4.5(a) above, quality checklists have been defined to ensure that all necessary activities pertaining to the sub-stage are completed. Compliance to these checklists shall be reviewed by corresponding review and accepting authority, as mentioned in the above tables. Payments shall be linked to successful completion of the various sub-stages. The checklists for pavements have been included the TOR annexed with Standard RFP document
- e) The timeline for preparation of DPR shall be 10 months. Timeline for scrutiny and approval of DPR shall remain 2 months.
- f) Consultant shall be responsible for sharing the findings from the preparation stages during the bid process. During the bid process for a project, the consultant shall support the authority in responding to all technical queries, and shall ensure participation of senior team members of the consultant during all interaction with potential bidders including pre-bid conference, meetings, site visits etc. In addition, the consultant shall also support preparation of detailed responses to the written queries raised by the bidders.
- g) DPR Consultant shall also prepare the complete draft utility shifting estimates using the latest Schedule of Rates and obtain a sign-off from the corresponding utility agencies. For preparation of estimate, consultant shall use technologies for detection of sub-surface utilities as per the conditions stipulated in the TOR annexed with Standard RFP document.
- h) The estimated cost of land acquisition shall invariably be worked out realistically for all projects before finalization of 3(D) notifications for publication so as enable taking a conscious decision regarding the feasibility of acquiring the land or exploring of other alternatives (such as following alternative alignments, etc.). The current practice of making detailed estimations as per Section 3(G) of the NH Act, 1956 after publication of 3(D) notifications shall be avoided.
- i) The consultants shall also assist in attending to queries raised/ furnishing of clarifications towards securing applicable clearances.



4.6. **Technology for DPR/ FS Preparation:** The following are the areas where appropriate technology shall be introduced to reduce time for DPR/ FS preparation and improve quality:

(i) **Topographic Survey:** Technologies which can meet the following accuracy levels shall be adopted. For land based surveys (a) Fundamental horizontal accuracy of 5cm or better (b) Fundamental vertical accuracy of 5cm or better (c) More than 50 points shall be measured per sq. m and for aerial based surveys (a) Fundamental horizontal accuracy of 5 cm or better (b) Fundamental vertical accuracy of 5 cm or better (c) More than 10 points shall be measured per sq. m.

To establish accuracy, a check point survey using DGPS (for horizontal accuracy) and Auto Level (for vertical accuracy) shall be carried out to establish the fundamental horizontal and vertical accuracy. A minimum of 25 check points, or check points once every 4 km should be established, and these should be strictly different from any geo-referencing or control network points.

The following are the set of deliverables which should be submitted after completion of survey:

(a) Raw DGPS data for the entire highway length and adjoining areas of interest; (b) Point cloud data or equivalent for the entire highway length and adjoining areas of interest in a format/ platform as per industry good practice which shall be amenable to operations by the concerned Executing Authority/ Consultant. Executing Authority may decide about format/ platform of point cloud data; (c) Topographic map of scale 1:1000 of the entire highway length and adjoining areas of interest; (d) Contour map of 50 cm of entire highway length and adjoining areas of interest; (e) Cross section of the highway at every 50 m in drawing format; (f) Develop a digital elevation/surface model (bare earth model from survey data) digital terrain model combining topographic data from LiDAR, road inventory and other available sources of data for use while modelling the road alignment and road and structure design.

For land based surveys, Mobile LiDAR (Light Detection and Ranging) or better technology that can meet above requirements shall be adopted. For aerial based surveys, Aerial Mobile LiDAR (Light Detection and Ranging) or better technology that can meet above requirements shall be adopted. Where possible, mobile/terrestrial LiDAR and total station or better studies should be used to supplement aerial LiDAR for the final alignment chosen. Aerial based surveys shall be used as the primary source of topographical data only in cases where a new/green field alignment is being planned and/or major junctions are being planned where it is necessary to significantly increase the survey corridor beyond the capabilities of mobile LiDAR. In shadow areas such as invert levels below culverts, terrestrial LiDAR shall be used where LiDAR or better technologies cannot survey accurately, traditional methods of Total Station/ Auto Level shall be used to complete the study.

In case of mobile LiDAR or better technology, 360 degree panoramic images of the entire highway length and adjoining areas of interest shall be submitted. In case of aerial LiDAR or better technology, ortho-images of the entire highway length and adjoining areas



No. H-39011 /30/2015-P&P(Pt-I)
Government of India
Ministry of Road Transport & Highways
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Transport Bhawan, 1, Parliament Street, New Delhi - 11000

of interest shall be submitted. In case other equivalent better technologies are identified at later stages, specifications for the same shall be put up for approval of the Competent Authority.

(ii) **Sub-Surface Utility Mapping:** Consultant shall also map out sub-surface utilities. Accurate mapping and resolution of all sub-surface utilities up to a depth of 4 m shall be carried out. Differentiation between sub-surface utilities such as live electric cables, metallic utilities and other utilities shall be indicated and sub-surface utilities radargrams further processed into utility maps in formats such as PDF, JPEG and AutoCAD shall be furnished. To meet the accuracy levels, consultant shall use Ground Penetrating Radar, Induction Locator or better technologies.

The information collected during reconnaissance and field surveys shall be shown on a strip plan so that the proposed improvements can be appreciated and the extent of land acquisition with LA schedule, utility removals of each type etc. assessed and suitable actions can be initiated. Separate strip plan for each of the services involved shall be prepared for submission to the concerned agency.

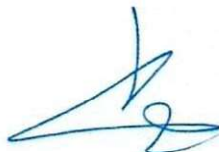
(iii) **Cadastral Mapping:** Land Acquisition Plan shall be prepared after digitization of cadastral / land revenue maps. The digitized map shall exactly match the original map, like a contact print, since the dimensions and area of plots, or the whole village is to be extracted from the map itself. An accuracy of 1mm or higher in a 1:1000 scale map shall be ensured, as this translates into an accuracy of 1 m or higher on ground.

(iv) **Traffic count Survey:** Consultant shall make use of traffic survey done by Indian Highways Management Company Limited (IHMCL) using ATCC systems. If required, especially in cases where a particular stretch is not covered by IHMCL, DPR consultant should carry out classified traffic volume count survey using ATCC systems or latest modern technologies. The ATCC systems shall meet the following accuracy levels after validation/ calibration:

(a) Classification of vehicles: better than 95%; (b) Counting of vehicles: better than 98%; Before validation and calibration, the ATCC system shall meet the following accuracy levels: (a) Classification of vehicles: better than 90%; (b) Counting of vehicles: better than 95%.

For verification of above accuracy levels, audit of raw ATCC shall be done by the consultant on a sampling basis and should submit a certificate in this regard. Systems such as Pneumatic Tube Detector, Inductive Detector Loop, Video Image Detection, and Infrared Sensor or any other equivalent technologies shall be adopted. In case other equivalent technologies are identified at later stages, specifications for the same shall be put up for approval of the Competent Authority.

The provisions under this sub-para have been included in the Terms of Reference (TOR) in the Standard RFP document.



No. H-39011 /30/2015-P&P(Pt-I)
Government of India
Ministry of Road Transport & Highways
(Planning Zone)
Transport Bhawan, 1, Parliament Street, New Delhi - 11000

4.7. **Payment Schedule:** The following revised payment schedule has been included in Conditions of Contract in the RFP documents enclosed with this letter:

Sr. No.	Item	Payment %
1	Submission of final QAP and Inception Report	10%
2	Approval of final Alignment Report	5%
3	Submission of final feasibility Report	5%
4	Submission Of 3a Notification, Draft 3 A And Approval Of Final Land Acquisition Report containing details of 3a, 3A	5%
5	Submission of all utilities shifting proposals to user agencies and submission of utilities relocation plan to Executing Authority	2.5%
6	Submission of all stage I clearance proposals and submission of clearances report to Executing Authority	5%
7	Approval of final DPR report, documents and drawings	10%
8	Approval of bid documents and draft civil works contract agreement along with technical schedules.	5%
9	3D publication for all land parcels identified in item 4 above and submission of Land Acquisition II report	10%
10	Stage II clearance approval and submission of final clearances II report	5%
11	Final approval of utilities shifting estimates and submission of Utilities II report	2.5%
12	Completion of award declaration (3G) for 90% of land parcels identified in item 9 and submission of Land Award report	10%
13	Earlier of award of package to contractor/concessionaire or 6 months from launch of tender process	10%
14	Receipt of land possession certificates (3E) for 90% of all land parcels identified in LA II report and submission of Land Possession report	10%
15	Amount to be released at earlier of projects COD or 3 years from start of civil work	5%
	Total :	100%
16	Bonus on submission of draft 3A within 15 days of alignment finalization	1 % bonus
17	Bonus on submission of draft 3D within 60 days of draft 3 A.	2.5% bonus
18	Bonus on receipt of possession certificate (3E) for more than 90% of land identified in item 9 above within 165 days of draft 3 A.	5% bonus
19	Bonus on submission of utility shifting proposal including clearance within 60 days of alignment finalization.	1% bonus



No. H-39011 /30/2015-P&P(Pt-I)
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4.8. **Extension of Time and Variation/ Change of Scope:** The delegation of powers for variation / change of scope and extension of time for DPR Consultant are as follows:

Sr. No.	Officer	Variation/ Change of Scope	Extension of Time
(i)	CE-RO / SE-RO	Upto 5% of consultancy contract amount	Up to six months, without financial implications
(ii)	AS/ADG/CE-Cordinator		More than six months, and / or with financial implications upto 5% of consultancy contract amount
(iii)	Secretary (RT&H) with concurrence of Financial Advisor	> 5% of consultancy contract amount	> 5% of consultancy contract amount

Para 16 of the Ministry's letter no. RW/ NH-24035/4/2008-P&M/PIC (Vol.II), dated 23.02.2018 shall stand amended accordingly in view of para 4.8 above.

5. Further, difficulties are being faced by the State Governments/ ROs of the Ministry in preparation of estimates/ detailed proposals related to various pre-construction activities of NH/ road projects, such as land acquisition estimates including draft notifications at various stages as per the NH Act, 1956, forest/ environmental/ wildlife clearances, tree cutting, shifting of utilities, etc., especially for those projects for which the Government has not taken investment decisions/ conveyed approvals for implementation of main civil work components. In the absence of such detailed estimations it has been the general practice to include lump sum provision towards most of these pre-construction activities while obtaining investment decisions for the projects. However, significant variations are observed in most of the cases in the detailed estimated amounts subsequently at the time of implementation for such pre-construction activities as compared to their lump sum sanctioned provision. This eventually results into need for revising the cost after award of main civil work, delay in their completion, delay in issuing of appointed dates for/ commencements of the main project. Accordingly, it has been decided to adopt the detailed policy at Annexure-A for timely preparation of such estimates/ detailed proposals related to various pre-construction activities.

6. Further in order to ensure availability of complete working front for the project after Appointed Dates (ADs), the Prime Civil Work Contractors/ Concessionaires shall be encouraged to take up and complete various pre-construction activities such as shifting of utilities, felling of trees, etc., at the cost of the employer, i.e. the Ministry, between issue of LOA and ADs, in case the responsibilities of such works are assigned to them as per the Agreements.

7. The above mentioned provisions shall be applicable henceforth with immediate effect and until further orders.



No. H-39011 /30/2015-P&P(Pt-I)
Government of India
Ministry of Road Transport & Highways
(Planning Zone)
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8. It is requested that the contents of this letter may be brought into the notices of all concerned for needful compliance.
9. This issues with the approval of Competent Authority.



(Khushal Chand)
Chief Engineer(EAP)
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Enclosure: As above

Copy to:

1. All JSs / CEs in the Ministry of Road Transport & Highways
2. All Technical Officers in the Ministry of Road Transport & Highways
3. The Secretary General, Indian Road Congress
5. The Director, IAHE
6. Dy. FA / Controller of accounts
7. Technical Circular file of S&R Section
8. NIC - for uploading on Ministry's website under "What's new"

Copy for information and necessary action to:

1. PPS to Secretary (RT&H)
2. Sr. PPS to DG (RD)&SS
3. PPS to Additional Secretary
4. PPS to AS&FA
5. PS to ADG(Z-I) / ADG(Z-II) / ADG(Z-III) / ADG(Z-IV) / ADG(Z-V)

Annexure-A

Detailed policy for preparation of estimates/ detailed proposals related to various pre-construction activities, such as land acquisition estimates including draft notifications at various stages as per the NH Act, 1956, proposals for forest/ environmental/ wildlife clearances, shifting of utilities, etc., and their completion

1. Such estimates/ detailed proposals related to various pre-construction activities may be got prepared by the ROs of the Ministry in consultation with State PWDs and concerned nodal departments of the State Governments through variation/ change of scope under ongoing consultancy services for preparation of DPRs for NH/ road projects in case approved scope of such services does not include preparation of such estimates.
2. Scope of such services may be essentially included in all consultancy services henceforth for preparation of DPRs for NH/ road projects.
3. The ROs of the Ministry shall prepare the list of probable projects to be taken up in the next two financial years annually in consultation with the State PWDs and forward to the concerned AS/ADG/CE-Cordinator of the Ministry. Consultants may be appointed for preparation of detailed proposals/ estimates for all such pre-construction activities for such NH/ road projects provided preparation of DPRs for main civil work components have either not been taken up or have been completed without preparation of detailed estimates/ proposals for such pre-construction activities. It shall be an essential pre-requisite to finalize the alignments for the projects with the approval of the Competent Authority before appointing consultants for preparation of detailed proposals for various pre-construction activities, which shall form the basis for further consultancy works. Therefore, generally projects not requiring largescale changes in alignments, involving marginal land acquisitions along existing alignments, minor localized realignments, etc., may qualify under these categories. The ROs of the Ministry shall prepare consolidated stretch-wise proposal of such consultancy assignments proposed to be taken up during the financial year in an abstract form and forward the same to the concerned AS/ADG/CE-Cordinator of the Ministry. The estimated cost shall be worked out presuming upto Rs. 1 lakh/ km. The consolidated proposal shall be processed by the Project Zone of the Ministry for concurrence of Internal Finance Wing and Administrative Approval & Financial Sanctions. Consultants shall be appointed by the ROs of the Ministry directly either project-wise or for a group of projects following competitive bidding process as per extant policies. The ROs of the Ministry shall finalize the RFP documents including TOR, terms and conditions of the agreement as per the standard RFP for DPR issued by Ministry vide NO. H-3901130/2015-P&P(Pt-I) dated 22.08.2016 as amended from time to time and relevant policies issued by the Ministry. The bids may be invited by the ROs of the Ministry. Ros shall issue Sanction Orders based on the bid amount of the preferred Consultant along with the technical note provided the estimated cost of consultancy services for preparation of detailed estimates/ proposals for various pre-construction activities is within the amount sanctioned administratively for the specific project(s); ROs shall forward proposals exceeding the



No. H-39011 /30/2015-P&P(Pt-I)
Government of India
Ministry of Road Transport & Highways
(Planning Zone)

Transport Bhawan, 1, Parliament Street, New Delhi - 11000

limits of administratively sanctioned amount(s) for consideration of approval by the HQ of the Ministry. The agreements for consultancy services shall be signed by the concerned RO/ CE(NH) of the State PWD. All such sanctioned Consultancy services shall form part of the overall sanction ceiling for NH(O) works during the financial year for the concerned State. All expenditure related to preparation of such estimates shall be met from overall allocation of funds made for the State under NH(O). The State PWDs shall remain fully involved in the process of finalization of the DPRs.

