# Project Information Document (PID) 
## Appraisal Stage

<table>
<thead>
<tr>
<th>Project Name</th>
<th>CORRIDOR X HIGHWAY PROJECT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Region</td>
<td>EUROPE AND CENTRAL ASIA</td>
</tr>
<tr>
<td>Sector</td>
<td>Roads and highways (100%)</td>
</tr>
<tr>
<td>Project ID</td>
<td>P108005</td>
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<tr>
<td>Borrower(s)</td>
<td>REPUBLIC OF SERBIA</td>
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<tr>
<td>Implementing Agency</td>
<td>Koridor 10 Društvo sa Ogranjenom Odgovornošću Belgrade Serbia</td>
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<tr>
<td>Environment Category</td>
<td>[X] A  [ ] B  [ ] C  [ ] FI  [ ] TBD (to be determined)</td>
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<tr>
<td>Date PID Prepared</td>
<td>May 27, 2009</td>
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<tr>
<td>Date of Appraisal Authorization</td>
<td>April 9, 2009</td>
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<tr>
<td>Date of Board Approval</td>
<td>July 9, 2009</td>
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1. **Country and Sector Background**

   The political environment in Serbia has been eventful in recent years. On January 20, 2008, Serbia held a first round of presidential elections. Opposition parties resistant to reform earned a slight plurality of votes, barely outpacing incumbent President Tadic from the Democratic Party, but short of a majority needed to win outright. In February’s second round, President Tadic managed to win a majority with just over 50 percent of the vote. But barely two weeks later, Kosovo declared independence. Parliament was dissolved and new parliamentary elections were scheduled for May, 2008. In late April, 2008 Serbia signed the EU Stabilization and Accession Agreement (SAA), a major step toward EU membership. On May 11, the Democratic Party scored a significant victory; and reached out to smaller, reform-minded parties (including the Socialist party of Serbia), and by June 2008 had assembled a governing coalition.

2. The economy has grown strongly in recent years, following significant economic changes since 2000. Real GDP growth averaged 6.5 percent in 2007 and 2008. Growth has been led by aggregate demand, on the back of a credit boom, expansionary fiscal policies, increases in real wage levels, and rapid increases in exports. Overall investment levels have remained roughly constant in recent years at about 24 percent of GDP, while public investment has risen from 2.7 percent of GDP in 2005 to an estimated 3.9 percent in 2008. But fiscal performance has slipped since 2005, with the fiscal deficit of the consolidated government sector increasing to 2.2 percent of GDP in 2008, following a deficit of 1.9 percent in 2007. The key reason for the increase was a decline in revenues (from 43 to 41.8 percent of GDP).
3. **The integration of the Serbian transport network with the core regional transport network is recognized as a key policy objective for the economic and social development of the country.** Serbia is crossed by the following segments of the important Pan-European networks: (i) Corridor X with its branches Xb (Belgrade-Budapest) Xc, (Niš-Sofia), and Xd (Niš-FYRM), and forms part of the SEETO regional ‘core network’, which together represent the most significant road and railway routes in the Republic of Serbia. On Corridor X in the Republic of Serbia, there are 792 km of roads and 760 km of railway lines; and (b) Corridor VII (the Danube River) which connects Central Europe through the Republic of Serbia with the Black Sea, and a part of the South East multimodal axis, flows through the Republic of Serbia along a length of almost 600 km.

4. **The government has recently prepared a transport strategy, and an investment and action plan is now being prepared with support from the European Union.** The Ministry of Infrastructure, following earlier support from the European Agency for Reconstruction (EAR), has defined a sustainable transport strategy. The broad objectives of the strategy are the following: (i) Integrate the transport network in Serbia into the Trans-European network; (ii) ensure the efficient use of each mode to reflect its comparative advantages; (iii) upgrade the service quality of the transport system; (iv) increase traffic safety and security; (v) strengthen the transport market and its gradual deregulation; (vi) decrease the environmental impact of the transport sector in accordance with the principles of sustainable development; and (vii) establish stable financing for the transport sector. The next step is the preparation of a detailed masterplan for each of the sub-sectors, consistent with current and projected traffic volume for each of the modes. Currently sector development plans and investment priorities are prepared with little consideration for the plans in other sub-sectors, or the overall fiscal envelope.

5. **Transport demand in Serbia is growing rapidly, reflecting the structural changes in the economy and the realignment of trade flows in the region.** Road traffic in Serbia has been increasing annually at a rate of between five and seven percent since 2000, with higher growth in and around the main urban areas. This trend is expected to continue, exacerbating problems of congestion in and around the main urban areas and road safety more generally. One study predicted that it would increase by 2.5 times by 2025, and the estimate for road traffic growth of regional SEETO ‘core’ network is sixty percent growth by 2013. On the railways, from a low of 5.4 million tons in 1999 (compared to 29.5 million in 1990), freight traffic has increased steadily to 14.9 million tons in 2007 and, despite the current downturn, is projected to increase in coming years. Rail freight transit traffic, carried largely on Corridor X, has grown at over twenty percent per year in 2005-2006 and grew by fifteen percent in 2007. By contrast, passenger traffic on the railways, measured in passenger km, has declined has nearly halved between 2001 and 2007. Air traffic has been growing strongly and is predicted to continue, more than tripling by 2025.

6. **The number of registered road vehicles has been increasing annually since 1999, but at a modest rate.** There are approximately 1.8 million registered road vehicles in Serbia, with

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3 Funding is being provided by the European Union to prepare such a study.
private cars representing about eighty three percent of the total. The total fleet has been increasing by an average annual rate of just over four percent since 1999. although actual growth is likely to be much higher in and around the main urban areas where incomes have been growing faster. Motorization rates are compared here in terms of number of vehicles per 1,000 inhabitants and also in terms of the number of passenger cars per 1,000 inhabitants. On the former scale, the average motorization rate is now estimated at about 235 vehicles per 1,000 inhabitants, in contrast to an average of about 534 vehicles per 1000 inhabitants in the OECD countries in 2006 and in most of the European Union countries. Comparing the motorization in terms of passenger cars, Serbia at 151 passenger cars per 1,000 inhabitants is lower than the EU-25 motorization index of 463 passenger cars per 1,000 inhabitants. In addition, the vehicle fleet is comparatively old, with an average age of 15 years.

7. The road network in Serbia represents a major asset for the country, but the condition of the network remains poor. It extends for some 38,600 km in Central Serbia, including 15,500 km of primary and secondary roads (and approximately 634 km of motorways and semi-motorways), together with just over 23,000 kilometers of tertiary, or local, roads. The primary road network also contains 2,638 bridges (with a total surface area of approximately 800,000 m²) and 78 tunnels (of a total length of 10,053 m). It is estimated that the total value of the asset is about USS 17.5 billion. A recent survey revealed that whilst thirty percent of the network was found to be in good condition, primarily main and regional roads, fifty three percent of the network was in poor or very poor condition. The comparative figures for Croatia and Bosnia and Herzegovina, respectively, are thirty two percent good and twenty two percent, poor or very poor, and forty three percent good and twenty two percent poor or very poor respectively.

8. In addition, Serbia’s ranking in international comparisons of the quality of infrastructure reveals that it scores poorly compared to regional comparators. The Global Competitiveness Report 2008-2009, published annually by the World Economic Forum, presents rankings from user surveys of the quality of infrastructure in 134 countries. The rankings indicate that infrastructure is seen as placing Serbia at a competitive disadvantage in doing business, compared to selected regional comparators. Serbia is ranked 83rd out of 134 countries for the overall quality of infrastructure, with only FYR Macedonia (89th), Bosnia and Herzegovina (107th) and Albania (108th) performing worst for South East European countries. In the 2009 Doing Business, a World Bank/IFC publication, Serbia was ranked 94th out of 181 countries, down from 91st out of 181 countries in the 2008 edition, as the wait for building permits increased by an average 75 days.

9. Despite a recent drop in the total number of fatalities, road safety remains a major concern in Serbia. The latest available data for 2008 shows a total of 16,651 road accidents on Serbia roads with 22,275 injuries and 897 fatalities. Fatalities from road traffic crashes have decreased from a peak of over 1300 in 1998, but the number of injury accidents and the number of injuries have been growing markedly, growing by ten percent and thirty percent respectively.

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5 OECD Factbook 2008
since 2005. This is a worrying trend for the authorities. In addition, although the fatality rate has been improving over the last 10 years to nearly five casualties per 10,000 vehicles, from the twelve casualties per 10,000 vehicles in 1998, but it remains about five times higher than that of the best performing European Union countries.

10. **The level of injuries and fatalities caused by traffic accidents is a growing social and economic cost for the country.** In the years 2003-2008, there have been 5,232 fatalities and over 100,000 injuries resulting from road traffic crashes on the road network in Serbia. Injury and fatality on this scale makes this an economic and social problem, as well as a human tragedy. Apart from the human losses, the social cost of these accidents is high. While there is no official estimate of the socio-economic costs of road crashes, a national research study has estimated these at 1.7 percent of GDP in 2008. An alternative calculation suggests that the cost of fatalities could be as high as 0.8 percent of GDP and the cost of serious injuries equivalent to 1.2 percent of GDP, based on the 2008 accident figures. If we include the additional cost of non-serious injuries, then total costs are more than double the estimated social costs of fatalities and injuries from road traffic crashes in middle income countries, at 1.5 percent of GDP, reported in a study on road traffic injuries.

11. **The Government regards the development of Corridor X as its key priority and wishes to develop and complete the core road infrastructure on Corridor X within the next 4 years.** The objective is to facilitate sustainable economic development and ensure that the country capitalizes on its geographical position to continue its development as a key transit country on the Trans-European Network. The National Infrastructure Council prepared the plan for infrastructure construction in the 2008-2012 period which calls for some EUR 1.58 billion for the completion of the missing links on the road Corridor 10 in Serbia.

2. **Objectives**

12. The Project Development Objective is to increase transport efficiency and improve traffic safety on the three project sections of Corridor X, between Niš and Dimitrovgrad and Leskovac and Donji Neradovac respectively, and to improve road management and road safety in Serbia.

3. **Rationale for Bank Involvement**

13. There are three main reasons for the involvement of the World Bank in this project:

   a) **The Bank was asked to act as the Lead IFI for the preparation of the entire program for the two southern sections of Corridor X.** The Government asked the World Bank to act as lead IFI in the preparation of the entire program, and contribute in parallel to the IFI financed program. The objective is to reduce transaction costs through the provision of one contact for counterparts, whilst ensuring consistent quality. During project

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10 Assuming the value of a fatality is 70 times GDP per capita and a serious injury is valued at 17 times GDP per capita. See Dahdah and McMahon, (2008) *The True Cost of Road Crashes – Valuing Life and the Cost of a Serious Injury*, iRAP.

preparation, the Bank led the review of the assessment of technical and economic viability, the social and environmental assessment, the selection of the preferred option, and the proposed design;

b) *The Bank together with the World Health Organization (WHO) have taken a leading role internationally to improve road safety.* The Bank hosts the Global Road Safety Facility (GRSF) that has been utilized in several countries to conduct a road safety management capacity review and to prepare second generation road safety projects. The GRSF has financing a road safety capacity review and contributed to the costs of a comprehensive iRAP survey in Serbia, to achieve stakeholder consensus on a multi-sectoral strategy and an action plan for road safety, and key civil works improvements, to be financed through this project; and

c) *The Bank is well placed to define and implement support for institutional capacity building.* There are potential needs for institutional support and capacity building in the areas of road safety, and the continued reform of the management bodies in the sector. Building on its considerable experience worldwide and earlier in the region the World Bank has all the required expertise, and is the client’s trusted choice, to provide such support within or in parallel to the Bank financed project.

4. **Description**

14. There are four components in this project:

a) **Component 1 - The M-1 road to FYR Macedonia (E-75) – Corridor Xd.** This component involves the construction of two sections of motorway totaling 31.9 km between Grabovnica and Gradelica, and between Vladicin Han and Donji Neradovac (Corridor Xd);

b) **Component 2 - The M 1-12 Road to Bulgaria (E-80) – Niš – Dimitrovgrad - Corridor Xc.** This component the construction of 8.67 km of motorway on a section of the corridor between Dimitrovgrad and the border with Bulgaria;

c) **Component 3 - Road Safety:** This component will support, inter alia, plans for: (i) road safety capacity building to support the establishment of a Lead Agency in the form of the National Road Safety Council (NRSC); (ii) creation of a road safety performance framework; (iii) developing and launching a national road safety strategy; and

d) **Component 4 - Implementation Assistance and Institutional Support:** This component will include, inter alia, the following sub-components: (i) independent environmental and social supervision directly reporting to the client; (ii) project managerial support to K10DOO to assist in the implementation of the project; (iii) independent technical audit of the civil works; (iv) procurement assistance, and other necessary technical assistance, in the form of individual consultants to K10DOO; and (vi) technical assistance to support institutional strengthening in PEPS through the development of a Reform Action Plan.
5. **Financing**

Source: ($m.)

<table>
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<th>Borrower</th>
<th>44</th>
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<td>International Bank for Reconstruction and Development</td>
<td>388</td>
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<td><strong>Total</strong></td>
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6. **Implementation**

15. **Koridor 10 Društvo sa Ogranjenom Odgovornošću (K10DOO) has been established to implement the project.** K10DOO has been delegated the responsibility for managing the construction of the entire Corridor X program, which comprises five main components: (i) the north section of Corridor X from Novi Sad to Horgoz on the border with Hungary; (ii) the completion of the Belgrade bypass; (iii) the E-75 from Leskovac (Grabovnica) to Levosojo 20km north of the border with the FYR of Macedonia; (iv) the 22km section of the E-75 between Levosoje and Presevo on the border with FYR Macedonia, which is currently under construction with domestic financing and will be completed in June 2009; and (v) the E-80 from Prosek to Dimitrovgrad on the Bulgarian border.

16. **K10DOO is a daughter company to Public Enterprise Putevi Srbije (PEPS).** It was created by the decision of the Management Board of the Public Enterprise Roads of Serbia (PEPS) on January 22, 2009. The creation was subsequently approved by the Government. The Company was registered on February 4, 2009, and established with a budget of RSD 125 million for 2009 and a similar amount in 2010. The plan is that it will have a total staff of 31, supported by PEPS specialists. A Board of Management consisting of a President and two Directors has been appointed to lead the new company. The three directors function as a team and share all responsibilities at the same level. Formally, the Directors report to the PEPS Board once a year. They report to the Corridor X Steering Committee established under the Ministry of Economy and Regional Development, with representation from all the stakeholder bodies.

17. **The implementation of the E-75 and E-80 will be undertaken by full-time employees of the newly established company.** K10DOO will have the overall responsibility for project implementation. These responsibilities will include day-to-day management of the project, procurement, financial management, reporting and liaison with the Bank. K10DOO will be staffed with specialists familiar with the Bank procurement and financial management requirements. A firm will be hired to assist K10DOO with the management of the project, together with an individual consultant to act as a procurement advisor in the short term. A Steering Committee has been established under the Ministry of Economy and Regional Development, with representation from all the stakeholder Ministries, Infrastructure, Finance, the Prime Minister’s Office, PEPS, and its daughter company, Koridor 10 Društvo sa Ogranjenom Odgovornošću (K10DOO).

7. **Sustainability**

18. **The risks to the sustainability of the constructed sections of motorway in the project are considered to be low.** The proposed investments will contribute to the development of the Corridor X, the key axis in the Serbian road network, and the major priority for the Government of the Republic of Serbia. The improvement of the road infrastructure on these corridors, and the sustainability of the improvement, is seen as a key contributor to improving the economic...
competitiveness of the Serbian economy, and poverty alleviation in its broadest sense. The
constructed sections will be handed back to PEPS to be maintained upon formal handover after
the completion of the works, and PEPS will collect revenues and maintain the sections of
motorway, as it currently does for the existing motorway network. The Government is
committed to reform the management of the road sector, and there is a component in the project
to develop and seek the adoption of a reform action plan to that end.

8. Lessons Learned from Past Operations in the Country/Sector

19. Over the past years, the Bank has assisted the Government of the Republic of Serbia in
the road sector through a number of interventions: (i) the Transport Rehabilitation Project
(ongoing); (ii) Trade and Transport Facilitation Project (Closed); (iii) A Road Safety
Management Capacity Review, funded by the Global Road Safety Facility (FY07); (iv) A Policy
Note on Improving the Management and Financing of the Road Sector (FY08); (v) A Policy
Note on the Options for Developing Corridor X (FY09); (vi) A PPIAF funded study to examine
the options for E-Tolling on the Highway Network (Ongoing for FY09 delivery); and (vi) A
Programmatic Public Expenditure Review (Ongoing for FY09 delivery). The main lessons
learned from these activities and other relevant projects can be summarized as follows:

a) The need to implement all projects through existing public sector structures. There
is a considerable amount of evidence that the use of self-standing Project
Implementation Units, whilst reducing the risks to lenders and donors, do little to
build capacity or transfer knowledge to the hosting implementing agencies. The
World Bank has taken the decision, wherever possible, that all new bank financed
projects should be mainstreamed within existing public sector bodies. This project
will be implemented by K10DOO, a daughter company of the Public Enterprise
Putevi Srbije (PEPS). The provisional expectation is that, with some necessary
training in Bank processes, financial management and procurement, all necessary
skills will exist in this organization;

b) Improving the overall management of the national road network remains a priority.
This can be achieved through the introduction of modern road management systems
and design standards, improved management and procurement of civil works
contracts. The Bank financed Transport Rehabilitation Project has been instrumental
in reforming road management, road maintenance practices, and introducing Output
and Performance Based Contracting on a Pilot Basis - strengthening capabilities to
implement, inter alia, measures to plan and budget road maintenance expenditures,
improve road safety, to undertake an extensive program of road maintenance and
rehabilitation, involving the private sector, using the latest developments and
technologies, and to mitigate the adverse effects on the environment; and

c) Greater efforts are required to reduce road traffic accidents. Addressing this
problem will require increased resources, greater co-ordination between stakeholders
to improve road conditions, driver behavior and enforcement, and increased
awareness of safety at each stage of the project cycle. The revitalization of the
National Council for Road Safety, supported by a new Lead Agency and a small
secretariat, will be essential for an appropriate and coordinated response to the road
safety problem. In addition, a recent iRAP survey of 3,000 km of the road network (or eleven percent of the total) found significant risk ratings for considerable lengths of the network, and recommended a major program of improvements involving: (i) shoulder sealing; (ii) introduction of signalized crossings; (iii) introduction of overtaking lanes; (iv) road surface improvements; and (v) introduction of roundabouts.

9. Safeguard Policies (including public consultation)

<table>
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<th>Safeguard Policies Triggered by the Project</th>
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<td>Pest Management <em>(OP 4.09)</em></td>
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20. The main activity supported by the Project concerns the construction of three sections of motorway between Grabovnica and Gredelica, and Vladicin Han and Donji Neradovac totaling 31.9km on the E-75, and the bypass around Dimitrovgrad of 8.67km on the E-80. Three safeguard policies have been triggered: Environment Assessment (OP/BP 4.01) policy, Natural Habitats (OP/BP 4.04) and the Involuntary Resettlement (OP/BP 4.12) policies. The selected alignment of the new motorway from Nis to Dimitrovgrad includes construction at the edge of the Sicevo Gorge Nature Park, just to the south of the current boundary of the park, with a buffer zone in between. The selected alignment of the new motorway E-75 from Grabovnica to Levosoje includes construction through Gredelica Canyon, which is not protected but has ecological and biodiversity significance. Both are outside the Bank financed sections, but following the precautionary principle, OP 4.04 is triggered. Appropriate mitigation and monitoring measures will be included in the EMP in the event that the construction process reveals any sites of potential interest. OP 4.12 is triggered due to the requirement for land acquisition and possibly some relocation. Whilst the safeguard policy on Cultural Property (OP/BP 4.11) was not triggered as the road alignment was selected to prevent any impact on any known cultural site, this will be confirmed through additional site investigations carried out as part of preparation of detailed designs and appropriate mitigation and monitoring measures will be included in the site-specific EMP, in case the construction process reveals any chance finds.

21. PEPS on behalf of K10DOO has already prepared twelve section-specific Environmental Impact Assessments (EIAs) – seven for corridor E-75, Grabovnica to FRY Macedonian border; and five for corridor E-80, Niš to the Bulgarian border. The national disclosure process encompassed four rounds of public consultations for each sub-section (on TOR for

*By supporting the proposed project, the Bank does not intend to prejudice the final determination of the parties' claims on the disputed areas*
environmental consultant, on scope of environmental assessment, on draft EIA and on draft final EIA) and were carried out in period from 2006 to 2009. Ten of these have been formally approved by the Ministry of Environment, two await formal approval.

22. PEPS on behalf of K10DOO engaged an independent consultant to prepare two Corridor Level EIAs (one for E-75 and one for E-80). Besides consolidating the sub-section EIAs, the Corridor Level EIAs also take a strategic perspective, considering the cumulative, induced, indirect and transboundary impacts, which are expected to be minor. The two documents were disclosed in draft during the period from February 25, 2009 (when the documents were made publicly available on site and at the Client’s web site) to March 11 and 12, 2009 (when the public meetings were held in Bela Palanka (for E-80) and Vranje (for E-75). The draft EIAs were published by the World Bank Infoshop on April 10, 2009, and made publicly available in both Serbian and English in country on the PEPS website on the same date. The two Corridor Level EIA documents were then finalized and the final versions, acceptable to the Bank, were disclosed on the Client’s web site on May 20 2009, and at Infoshop on May 28, 2009. During project implementation, local public consultations will be held on site-specific EMPs prior to their being finalized.

23. The Corridor Level EIAs present overviews of the policy, legal and administrative framework; project description; the baseline data covering geology, soils, air quality, noise, flora, fauna and visual impact, surface and ground water, social and cultural environment; the environmental impacts, covering geology and soils, air quality, noise, flora, fauna and visual impact, surface and ground water, social and cultural environment, cumulative environmental impacts and trans-boundary effects; analysis of alternatives; and the environmental management plans, including mitigation measures, monitoring and institutional responsibilities. The Corridor level EIAs identify and analyze potential environmental impacts and set out mitigation and monitoring measures at the level of detail which is possible at this stage of project design. In accordance with Serbian law, they incorporate information from, and the preconditions set by the Institute of Nature Protection and the Institute for Protection of Cultural Monuments in order to minimize and manage risks to biodiversity and cultural assets, respectively. They also specify further investigations which will need to be carried out as part of the preparation of detailed designs.

24. The Corridor Level EIAs provide a platform, on which site-specific EMPs and Checklist, for each sub-section, are to be prepared, and approved by the Bank. These will be required to be produced as a part of detailed design stage for each sub-section by PEPS, on behalf of K10DOO, and will become part of the bidding packages to ensure the contractors are aware and meet their formal obligations in this respect. The Loan Agreement will also require production of sub-section EMPs compliant with good engineering practice and acceptable and approved by the World Bank Prior to beginning any works, the contractors will prepare their own implementation plans showing how they propose to meet the requirements of the EMP, to be approved by the Supervision Consultant. PEPS’s, on behalf of K10DOO, capability and capacity to plan and implement the environmental protection and mitigation measures is considered high. PEPS has a separate, well resourced environmental department with experience in the environmental supervision of Bank financed projects in Serbia.
25. A copy of the entitlement matrix of the RAP was given to all affected people. The RPF in draft form was officially disclosed in both English and Serbian on the website of the Beneficiary of Expropriation on April 2, 2009. The final version was disclosed on May 20, 2009. In addition, hard copies of the RPF, both in English and Serbian, were posted in the relevant organizations, as well as affected municipalities. The draft was also disclosed on the WB Infoshop on April 2, 2009. The final version was disclosed on May 28, 2009. As individual RAPs are prepared, they will be disclosed in the same manner.

10. List of Factual Technical Documents


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