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综述

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## 经济资源走廊——提高基础设施建设 建设中环境和社会标准的必要性

# 经济资源走廊——提高基础设施建设中环境和社会标准的必要性

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## 概述

提到石油、天然气和矿业对环境产生的影响时，人们的关注点经常仅限于矿场和油气田采掘作业对环境的干扰。然而，通常的状况是，矿业所需的基础设施建设通常也会产生相应的环境风险或带来相应的发展机遇。

世界上许多地区均将经济（或资源）走廊<sup>3</sup>视为加速经济增长与发展的潜在平台。这些走廊是有明确定义的地理实体，经常具有跨国性，其中的发展区域或发展集群与炼油、工业加工或出口相关。有些情况下，这些走廊可跨越相当长的距离。开发石油、天然气和矿业所产生的利益驱动了大部分经济走廊的发展和建设。

走廊通常为线性，当所利用资源为铁矿石或煤等大宗商品时，走廊的线性尤为明显。开采这种类型的资源需要大量的基础设施，包括运送矿石的道路、铁路、传送带或管道。而运送高价低产产品同样也需要类似的基础设施。

若根据合理的政策、计划和项目进行规划和开发，这些经济走廊可真正成为重要且持续的经济核心增长点。这些经济走廊可加快实现最近各国同意的联合国可持续发展目标（联合国大会，2015年9月）。经济走廊可帮助减轻贫困、丰富就业渠道、推动区域一体化、改善贸易。经过认真规划，建设走廊的主要动力（经常是石油、天然气或矿业投资）即使停止运营，这些走廊仍可在未来很长的一段时间内继续产生上述益处。他们也可以产生巨大的环境和社会影响。

经济走廊是一大机遇，它能够转化并利用大型投资项目，使其产生多样化的发展成果。

若没有恰当的环境和社会标准的规划，走廊可提供的发展机会可能很短暂，甚至会完全消失，环境恶化和社会问题将加剧。

本文为经济走廊如何进行规划开发才能最大化其提供的正面机会、最小化负面风险提供了一些建议。我们的目的是帮助经济走廊不仅成为经济成功的范例，同时也成为环境和社会规划管理的典范，成为可传播更多环保意识和责任的载体。这些走廊中的中国参与者们拥有绝佳的机会使其成为现实。

<sup>3</sup> 世界银行将资源走廊定义为“投资和行动序列，目的是将基础设施、商品和贸易领域的大型采掘业投资转换成可行的经济发展和多样化结果”，世界银行问题摘要，世界银行 2015

## 前言

贸易和经济走廊的出现并不是新现象。古代集中的商贸路线形成走廊，其历史可追溯至几千年前，其中最著名的是中国至地中海的数条陆路线路，被统称为“古丝绸之路”。丝绸之路穿越亚洲，连接东、西，起点为中国古都长安。数百年来，商旅经由这些丝绸之路进行商贸往来。

除了帮助传播文化、思想、信息等无形财富外，这些商人还从事丝绸、羊毛制品（如地毯）、动物皮革、瓷器、药物、香料、香水等实物贸易，很可惜，这些货物中还包括象牙和奴隶。

商人还从事矿产和金属生意，包括宝石和半宝石、黄金、白银、青铜、玉、天青石、石棉和琥珀等。

“古丝绸之路”在唐代（公元618-907）达到顶峰，在蒙古人统治的13世纪再次复兴。然而，随着时间推移，冲突、意识形态之争、地缘政治，加之海运效率提高等原因导致“古丝绸之路”逐渐衰落，其不再是跨越亚洲、连接沿线各国的交通网络，而变成了历史符号。

## “一带一路”倡议

如今，随着全球化<sup>4</sup>不断加深，基础设施不断扩大，中国政府提出“一带一路”或“新丝绸之路”倡议愿景后，现代“丝绸之路”所提供的机会被再次唤醒。

“一带一路”倡议最初于2013年由中国提出，其目的是建立贸易和基础设施网络，包括“新丝绸之路经济带”和“21世纪海上丝绸之路”，以便更好地连接亚洲、欧洲和非洲。

《中国日报》引述国务院副总理张高丽的话称，“中国将开发至少6个国际经济走廊，与主要国家推动长期合作，建立利益共同体、责任共同体和命运共同体”。张副总理还提到，“中国将重点加强新亚欧大陆桥、中蒙俄、中国—中亚—西亚、中国—中南半岛、中巴、孟中印缅六大经济走廊<sup>5</sup>建设”。

本文还引用商务部数据称，“2015年上半年，中国企业在‘一带一路’沿线60个国家共签订建筑合同额375.5亿美元”。

经济学规律表明：这些工程开发需要沿途布置很多新的采石场，抽水点以及发电机组，以应对长距离运输。

<sup>4</sup> 全球化是由国际贸易和投资驱动和信息技术助力的不同国家人民、企业和政府间互动和一体化的过程。

<sup>5</sup> [http://www.chinadaily.com.cn/business/2015-07/22/content\\_21375611.htm](http://www.chinadaily.com.cn/business/2015-07/22/content_21375611.htm)



## 非洲资源走廊

不仅亚洲对扩大经济走廊有兴趣，非洲也在积极推动经济走廊建设。目前，非洲至少有 20 个不同目标、不同发展水平的知名走廊<sup>6</sup>。非洲走廊也涉及多个国家，将经济节点或集群（尤其是石油、天然气和矿业发展区域）和内陆地区与炼化厂或港口连接，方便出口和发展贸易。目前这些经济走廊的主要贸易伙伴为亚洲<sup>7</sup>。

与其他地区一样，经济走廊吸引非洲政治领导人之处在于其可成为贸易和经济增长的催化剂、吸引新投资（尤其是亟需的基础设施投资）、加大减贫力度、改善人民生活水平、丰富就业渠道。

经济走廊还是推动区域一体化、发展公私合营模式、促进市场一体化的重要工具。因此，非洲区域经济委员会、非洲联盟、非洲发展新经济伙伴关系、非洲发展银行等组织积极支持经济走廊的发展。非洲联盟“非洲矿业愿景 2050”目前指导数个非洲国家的发展，其中着重强调了经济走廊建设。

近来，中国投资者和专家对非洲走廊非常感兴趣。21 世纪初，中国政府鼓励中国企业“走出去”，使许多中国企业把目光转向非洲。“走出去战略”最初于 1999 年提出，鼓励中国企业，尤其是国有企业赴海外投资。中国石油、天然气和矿业企业如今在多数资源丰富的非洲国家均有业务。由于非洲的发展模式将基础设施贷款与资源开采协议挂钩，因此在非洲正开发或重新开发的走廊基本都能发现中国企业的身影。

## 挑战

经济走廊不可避免地导致治理、政治经济、居民安置、交通模式、通信、物流、资源权利、获取权和所有权等方面的诸多根本性改变。走廊政策、计划和项目需要考虑经济、社会、政治和环境等诸多因素间复杂的相互影响。

然而，多数走廊的发展似乎都任由市场自行发展，并没有以可持续发展为目标导向，建立全面性的规划。可持续发展的愿景能为各项政策与各个项目提供发展框架，使之与未来发展相兼容。

实现这样的愿景需要政府、发展机构、民间社会、企业、投资者、社区和其他所有利益攸关者间展开包容和透明的合作。依据走廊的特性，跨国合作也时常存在。若没有统一的目标，走廊发展容易遭遇冲突、混乱及前后不一致。一国、一个部门、学科或领域的倡议可能威胁、削弱、违背或重复另一方的倡议。各参与者间缺乏协调和政策一致性，会造成重复劳动、浪费

<sup>6</sup> 例如，马普托发展走廊促进了地区基础设施开发、产业发展、自然资源开发和下游加工业超过 50 亿美元的投资（世界银行 2014）

资源。多部门、多方参与、多学科共同参与至关重要。

走廊规划经常遭遇基础信息不充足，缺乏空间规划，导致效率低下。基线设计中重要一环必须是空间规划及明确标识不允许开发的禁区。保护这样的地区或重要生态系统的价值将超出开发所付出的成本。

人们经常仅在项目完成后或项目建设中才考虑环境因素，而非在战略规划阶段考虑。然而，项目完成后或项目建设阶段已经做出许多根本的和不可逆转的决定。在走廊战略设计阶段缺乏对环境和社会因素的充分考虑，将走廊的成功构成严重风险。若能考虑环境和社会因素，充分规划设计的走廊可保证在其主要利益驱动项目结束很长一段时间后，仍能发挥作用。。

在项目建设过程中才考虑环境因素，无法解决在大背景和长期环境中多项单独投资的积累和递增效应。如若如此，不仅会造成忽视累积效应的负面影响（例如，一条河流上的一个水坝与愿景本身目标一致，但若这个水坝是计划建造 5 个水坝中的一个，便可能导致区域水资源供应紧张），还可能错失产生正面协同效应的机会（例如，一个企业产生的废物可能是另一家企业的生产原料—工业共生关系）。基础设施经常绕过可能从其中获益的对象，对基础设施发展的多重使用机会经常被错失。

战略规划需要反复推敲，需要适应变化的环境。例如，战略规划需要考虑如何减少并有效管理气候变化的影响，在更好理解潜在影响基础上，进行适应气候和增强抵抗能力的设计。

走廊提高道路和通信互联互通的目的可能与环境保护目标相对立。新走廊经常闯入、或间接影响相对原始和未受干扰（有时是受保护的）地区，这样的事实让人忧虑，因为这可能为不法分子通过非法狩猎野生动物和砍伐木材等方式掠夺稀有自然资源创造机会，还可能导致外来物种入侵某一地区。走廊设计不周将加剧业已存在的环境和生态系统恶化、导致生物多样性丧失和受保护地区被侵占，还可能对野生动物迁徙路线形成障碍。

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7 肯尼亚价值 230 亿美元的拉姆港口 - 南苏丹 - 埃塞俄比亚运输走廊 (LAPSSET) 规划包括建造具有 32 个深水泊位的港口、从拉姆到南苏丹、乌干达和埃塞俄比亚的标准轨距铁路线、从拉姆到南苏丹、乌干达和埃塞俄比亚的一条高速公路、从拉姆到南苏丹、乌干达和埃塞俄比亚的原油输送管道、拉姆、伊西奥洛和图尔卡纳湖三地的国际机场、拉姆、伊西奥洛和图尔卡纳湖三地旅游城、以及石油炼化厂等。无论以哪种标准衡量，这都是一项伟大的计划！

## 经济走廊挑战

- 无（明显的）可持续愿景 / 目标 / 战略
- 临时、一时兴起、累积式发展
- 有限的基线资源规划或土地使用 / 空间规划
- 决策不透明 / 问责不力
- 很少或无部门间协调
- 利益攸关者间对话极少
- 精英团体攫取利益
- 环境不受重视，事后才考虑
- 对高价值自然保护 / 文化资源造成威胁
- 政府缺乏监管能力
- 诱发冲突

若要发挥经济走廊的全部潜能，避免或降低其中风险，相关国家政府决策者必须应对走廊建设所产生的复杂且难度大的挑战，然而多数情况下，这些国家并不具备这样的能力。



## 综合资源走廊倡议

世界自然基金会与英国国际发展署、世界银行、国际采矿及金属协会和亚当·斯密国际咨询公司等发展伙伴共同启动了一个名为“综合资源走廊倡议”（IRCI）的项目。

此合作项目的目的是参与经济走廊的规划，保证在规划阶段恰当考虑环境因素，同时保证走廊的开发与长期愿景和可持续框架相一致。

IRCI 旨在利用以采掘业为推动力的经济走廊作为平台，提高人们对综合、多学科、多方参与的规划的意识。这样的规划也可用于一般的国家和地区发展规划中。

IRCI 将促进和推动政策原则和规划工具（例如战略环境评价、情景规划、空间规划、自然资本估值等）的开发和应用，促进相关方在走廊开发中作出更明智的决策。具体的开发和应用将以现有走廊实际经验为基础，鼓励在走廊建设中权衡社会、环境和经济因素、评估未来发展可能性、提供追踪进展的具体指标。

IRCI 将帮助指导政府、企业和民间社会在经济走廊投资中开发、监管并执行最佳的环境和社会标准。IRCI 将建立激励政策，让优秀的实践者发挥引领作用。

IRCI 还将致力于建立当地专家网络，支持相关工具的使用。IRCI 将利用案例研究展示积极行动的益处和不良行为的负面波及效应。

### IRCI 包括四阶段

- （1）根据试点走廊的实际经验收集并分析数据
- （2）开发基于证据的政策原则和包括规划和管理工具的实用工具箱
- （3）向政府、民间社会和私营部门等所有相关资源走廊参与者进行提供综合资源走廊规划和管理的能力建设及培训项目。
- （4）建立包括政府、民间社会和企业的多学科 IRCI 资源走廊参与者群体，保证方法，政策和技术能够得到持续改进以融入 IRCI 实践者的经验和知识。

可从本文作者处获取最近公布的综合概括研究和商业计划。

## 目标

世界自然基金会参与经济走廊的具体目标是：

保证经济走廊的规划、开发和管理不会对高保护价值区域造成不可逆转的影响，也不会削弱生态系统为所有生命提供赖以生存的服务能力。

大体说来，IRCI 的目标是实现经济走廊更好、更明智的规划和管理，保证开发地区具有经济、社会和环境适应力，实现可持续增长和发展。

实现该目标，需要通过减少和避免因考虑不周、规划不全而进行的基础设施 / 走廊开发对环境和群体产生的风险，保证经济走廊投资产生大家愿意看到的发展结果，并实现可持续发展。

## 中国支持和实现领导力的机会

中国政府鼓励中国企业（在采掘业、基础设施和其他领域）在环境和社会责任方面展现更多领导力。国有资产监督管理委员会发布了指导意见，2015 年，由多达 6200 家会员参加的中国五矿化工进出口商会又公布了《对外矿业投资社会责任指引》。

一些大型中国企业已公布企业责任报告，参与联合国全球契约等倡议，启动了众多慈善项目，并在企业内部引进环境和社会管理专业人才。我们在最近的一些项目中看到了更积极的环境意识，如中国交建集团（中国路桥公司的母公司）在修建从蒙巴萨到内罗毕铁轨时，需要穿越肯尼亚最大的国家公园——察沃国家公园，为了不对这里的动植物造成破坏，集团对铁路进行了升轨改造，在铁路桥下建设动物通道，保障大象等野生动物的自由迁徙。又如中国进出口银行发布了环境和社会指引，要求各企业在项目融资中遵循国际上的环境和社会标准。

最近，刚刚成立的总部位于北京的金融发展机构，总资本达 1000 亿美元的亚洲基础设施投资银行，起草了一系列环境和社会标准，现已开始公开征求意见。（亚洲基础设施投资银行环境与社会保障框架征求意见稿，2015 年 8 月 3 日）

虽然中国企业对环境和社会责任的重视在增加，取得了一些可喜进步，但还需加大力度提高环境和社会保护意识，增强中国企业，包括海外中国企业的环境保护能力。

通过参与“一带一路”倡议和非洲经济走廊建设，中国企业可谓处于推动经济走廊建设的绝佳位置，可为今后工作中就环境改善进行合作树立典范。中国企业可将新加坡国立大学国际法学中心主席许通美提出的建议付诸实践，他在 2015 年 7 月举办的“一带一路”会议上曾强

调需要加强技术和专业知识分享以及贸易合作等“软基础设施”的合作。

中国企业还应与当地政府和企业合作，发挥领导作用，帮助影响及建立经济走廊中更强有力的环境和社会标准。海外中国企业可在提高经济效益的环境管理中发挥更大的领导作用，更积极地参与到综合资源走廊规划的合作中去。

----- 内罗毕，肯尼亚 2015年9月

## 建议

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- 经济走廊必须以**可持续性为导向**，以共同可持续愿景和指导框架为基础。
- 经济走廊的规划和管理需要多学科、多方参与、多水平方式。关键词是**一体化**。
- **在规划和开发综合资源走廊阶段**，需要给予环境和社会因素与经济考虑同样的**早期、平等地位**，保证其具备影响战略决策的能力。
- 经济走廊开发必须具有**反复性**，允许根据环境变化和学到的经验教训进行调整。
- 必须保护**生态系统完整性**，确保生态系统可持续地为生物提供赖以生存的服务。应将生态系统视为绿色基础设施，与硬件基础设施同等重要，甚至更重要。
- 确认**高保护值地区**并将其列为禁区加以保护。
- **适应并抵抗气候变化**及其他自然灾害必须成为走廊规划和开发的重要一环。

## 参与

- **决策应具有包容性和透明度**。
  - **公民社会**应积极参与规划，保证在决策中公民，尤其是社会中最贫穷和弱势群体的利益得到体现。
  - **政府**应制定并执行综合开发计划（以综合基线信息为基础），应对战略风险和机遇。计划中重要内容应是恰当环境和社会标准的制定和执行。
  - **企业**应采用良好的社会和环境保护做法。
  - **银行和金融机构**应在投资时考虑环境和社会因素。
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WWF

Discussion  
Paper

2015



## Economic Resources Corridors—The Need for Improved Environmental and Social Standards in Infrastructure Provision

**Economic Resources Corridors**

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**The Need for Improved Environmental and  
Social Standards in Infrastructure Provision**

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# Overview

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When one thinks of the environmental impacts of oil, gas and mining attention is often limited to the disturbance of the point of extraction – the mine, gas or oil field. However, it is often the case that the infrastructure required by the mine etc has comparable environmental risks and opportunities.

Many regions of the world have identified Economic (or Resource) Corridors as potential platforms to escalate economic growth and development. These corridors are clearly defined geographic entities, often transnational, in which a development or development cluster is/are linked to points of refining, milling or export. They sometimes traverse considerable distances. They need not be driven by oil, gas and mining interests, but the majority are.

Corridors are usually linear in nature and are most pronounced when the resource being exploited is a low unit value/high volume commodity – such as iron ore or coal. The exploitation of this type of resource needs extensive infrastructure such as road, rail, conveyors or pipelines for transportation of the ore. However, even high unit value/ low volume resources will require similar associated infrastructure to convey inputs and outputs.

If planned and developed according to sound policies, plans and programmes, these Economic Corridors could indeed be significant (and enduring) focal areas of economic growth. They could speed up progress towards the recently agreed United Nations’ ‘Sustainable Development Goals’ (UN Summit, September 2015). Economic Corridors could help reduce poverty, diversify livelihoods, encourage regional integration and improve trade. With careful planning these benefits could continue long after the primary drivers of the corridors (often oil, gas or mining investments) have ceased operation. They could also have significant environmental and social implications.

If not planned with appropriate environmental and social standards the development opportunities corridors present will be short lived or missed altogether and environmental degradation and social problems will escalate.

This discussion paper offers some recommendations on how Economic Corridors must be planned and developed to maximize the positive opportunities and minimize negative risks they present. Our goal is to help make Economic Corridors not only economic successes but also models of environmental and social planning and management and conduits along which to spread greater environmental awareness and responsibility. Chinese actors in these corridors are ideally placed to help make this happen.

## Introduction

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Trade and Economic corridors are not a new phenomenon. Ancient trade routes concentrated in to corridors date back thousands of years. Amongst the most famous are the numerous overland routes from China to the Mediterranean that were collectively known as the ‘Great Silk Road’. These crossed Asia linking east and west and originated in Chang’an, the ancient capital of China. Traders and merchants travelled along these routes in caravans for many centuries.

In addition to helping spread the less tangible benefits of culture, ideas, information etc. these merchants traded in commodities such as silk, woolen goods (such as carpets), skins, porcelain, medicines’, spices, perfumery and, unfortunately, ivory and slaves.

Amongst the minerals and metals they traded were precious and semi-precious stones, gold, silver, bronze, jade (yu/ 玉), lapis lazuli (tiān qīng shí / 天青石; 天青石色; 青金石), asbestos (shí mián / 石棉) and the fossilized resin – amber (hǔ pò 琥珀).

The ‘Great Silk Road’ reached its prime in the Tang Dynasty (618-907) and then again in the 13th century under the Mongols. However, over time, conflicts, competing ideologies, geopolitics and more efficient marine transport etc, caused the ‘Great Silk Road’ to decay and it became more of an historical reference than the functioning and unifying network of highways stretching across Asia that it once was.

## The ‘Belt and Road’ initiative

Today, with increasing ‘globalization’ and expanding infrastructure, the opportunities of a modern ‘Silk Road’ are being reawakened, especially in the Chinese government’s vision of a ‘Road and Belt’ or ‘New Silk Road’ initiative.

The ‘Belt and Road’ initiative was originally proposed by China in 2013. It comprises a trade and infrastructure network that includes the ‘New Silk Road Economic Belt’ and the ‘C21st Maritime Silk Road’ planned to better connect Asia, Europe and Africa.

Quoted in the China Daily News (22 July, 2015) Chinese Vice Premier Zhang Gaoli announced ‘that China will develop at least 6 international economic corridors and promote long-term cooperation with major countries to build a community of common interests, responsibility and destiny’. Vice President Zhang also said that

‘China will focus on building a new ‘Eurasian Land Bridge’ and China-Mongolia-Russia, China-Central Asia-West Asia, China-Indochina, China-Pakistan and Bangladesh-China-India-Myanmar Economic Corridors.

According to the Chinese Ministry of Commerce (MOFCOM) quoted in the same article ‘the first half of 2015 saw Chinese enterprises signing construction contracts worth \$37.55 billion in 60 countries along the ‘Belt and Road’ .

Economics dictate that these developments will likely require many new quarries, water abstraction points, power generation units etc along the routes because it will not be feasible to transport them from great distances.

## Resource Corridors in Africa

The interest in Economic Corridor expansion is not limited to Asia. In Africa, for example, Economic Corridors are also being actively promoted. Africa currently has at least 20 high profile corridors at different levels of ambition and at various stages of development. African corridors also traverse many countries, linking economic nodes or clusters (especially oil, gas and mining developments) and landlocked areas to refineries or ports for export and trade – primarily to Asia.

As with elsewhere, the appeal of Economic Corridors to Africa’s political leaders is, because of their potential to be catalysts for trade and economic growth, attracting new investments (especially in much needed infrastructure), scaling up poverty reduction efforts and improving and diversifying livelihoods.

They are also important instruments for stimulating regional integration, public-private partnerships and fostering market integration. Therefore, they are eagerly supported by African Regional Economic Commissions (RECs), the African Union (AU), The New Economic Partnership for African Development (NEPAD) and the African Development Bank (AfDB). Economic Corridors also feature prominently in the AU’s ‘Africa Mining Vision 2050’ currently guiding developments in several African countries.

Again the corridor concept is not a new idea. Historically, African trade corridors have opened up the interior and hinterland of the continent to natural resources exploitation. Wildlife products, gold, salt and, of course, the infamous trade in ivory and slaves, kept these corridors functioning.

The European colonial era escalated the interest in resource corridors (with plans such as Cecil Rhodes’ s unrealized cape to Cairo railway) designed to facilitate the

extraction of natural resources.

More recent interests in corridors in Africa has been facilitated by Chinese investors and expertise. This has especially been the case since the turn of the 21st Century when Chinese enterprises were encouraged to ‘Go Global’ (走出去战略). The ‘Going Global Strategy’, introduced in 1999, encouraged Chinese investments overseas - especially amongst State Owned Enterprises. Chinese oil, gas and mining enterprises are now present in most African resource rich countries and, because of the development model of tying infrastructure loans to resource extraction agreements, very few of the developing (or revamped) corridors in Africa are without a Chinese influence.

## The Challenges

Economic Corridors inevitably lead to many fundamental changes in governance, political economies, settlement and transport patterns, communications, logistics, resource rights, access and ownership etc. Corridor policies, plans, programmes and projects need to consider this complex interplay of economic, social, political and environmental factors.

However, the development of the majority of corridors appears to be left to market forces. They are not led by a broad based Vision of the best way to plan corridors for the most sustainable results. Such a Sustainability Vision would help provide a framework for policies and projects, testing their compatibility with a commonly agreed future scenario.

Formulating this Sustainability Vision requires an inclusive and transparent process of engagement between governments, development agencies, civil society, enterprises, investors, communities and all other vested interests. Given the nature of corridors this will often need to be transnational too. Without a unifying Vision conflict, confusion and inconsistencies will prevail. The initiatives of one country, department, discipline or sector may threaten, undermine, contradict or duplicate those of another. A lack of coordination and policy coherence between actors duplicates effort and wastes resources. A multi agency, multi stakeholder and multi disciplinary approach is essential.

Corridors are frequently planned on the basis of inadequate baseline information without which spatial planning will be ineffective. Integral to baseline mapping must be spatial planning and the unambiguous identification of NO GO areas where developments must not be allowed. The value of conserving such areas or critical ecosystems will outweigh the costs it will suffer from infrastructure developments.

Environmental factors are often only considered as an afterthought or at the project, rather than at the strategic planning stage. However, at this stage many fundamental and irreversible decisions will have already been made. The lack of sufficient consideration of environmental and social factors in the strategic planning of corridors is a significant risk to their success. Their incorporation will help ensure that the benefits of wisely planned corridors can be sustained long after the primary drivers (or ‘anchor projects’) have ceased operation.

Leaving environmental considerations to the project stage also fails to address the cumulative and incremental impacts of numerous individual investments in the bigger landscape and over the longer term. This will not only fail to miss the negative implications of cumulative impacts (eg one dam on a river may be considered consistent with the Sustainability Vision in itself, but not if it is one of 5 planned dams as this will likely cause regional water supply stresses etc) but also the opportunities for positive synergies (such as the waste products of one enterprise being an input resource for another-industrial symbiosis). Infrastructure often bypasses those that could benefit from it and opportunities for multiples use of the infrastructure developments are missed.

Strategic planning will also need to be iterative and adjust to changing circumstances. For example it will need to consider how to reduce and effectively manage the impacts of climate change and build in adaptation or resilience considerations as the potential impacts are better understood.

The intention of corridors to improve access and communications can be at odds with conservation goals. Of concern is the fact that new corridors frequently venture into, or indirectly impact, relatively pristine and undisturbed (sometimes protected) areas. This can create opportunities for the illegal exploitation of scarce natural resources – through wildlife poaching and illegal logging etc. It may also lead to introduction of alien and invasive species in to an area. Poor planning of corridors



will exacerbate on-going environmental and ecosystem degradation, biodiversity loss and encroachment in to protected areas. It may also create barriers to wildlife migration routes.

#### Economic Corridor Challenges:

- No (obvious) Sustainability Vision /Goal/ Strategy.
- Ad Hoc, Spontaneous, Incremental Developments
- Limited Baseline Resource Mapping or Land Use/Spatial Planning.
- Opaque Decisions/ Little Accountability.
- Little or No Inter Agency Coordination.
- Minimal Stakeholder Dialogue.
- Capture of Benefits by Elite Groups.
- Environment is a Low priority and Afterthought.
- Threats to High Value Conservation/ Cultural Resources.
- Lack of Government Capacity to Regulate and Monitor
- Recipe for Conflicts.

Yet, in many cases, in host countries there is a lack of capacity to manage the complex and difficult challenges that Economic Corridors pose to government decision makers if their full range of opportunities is to be realised and risks are either to be avoided or mitigated.

# The Integrated Resources Corridor Initiative

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WWF together with partners such as the United Kingdom's Department for international Development (DFID), the World Bank, the international Council on Mining and Metals and Adam Smith international have embarked upon a programme called the Integrated Resource Corridors Initiative (IRCI).

The objective of this collaboration is to engage in the planning of Economic Corridors to ensure that environmental factors are given appropriate consideration and that they are developed with long term Visions and Frameworks of Sustainability.

The IRCI aims to promote awareness of the need for integrated, multi-disciplinary and multi stakeholder planning using extractives driven Economic Corridors as a platform, but with potential application to national and regional development planning generally.

The IRCI will promote and support the development and application of Policy Principles and Planning Tools (eg Strategic Environmental Assessment (SEA), scenario planning, spatial planning, natural capital valuation, etc.) that will facilitate better informed decision-making in corridor developments. These will be based on the practical experiences of existing corridors. It will encourage the consideration of social, environmental, and economic trade-offs, assessment of alternative futures and provide concrete indicators to track progress.

The IRCI will also help to guide government, enterprises and civil society to develop, monitor and enforce best practice environmental and social standards for investments in the Economic Corridors. It will identify and foster the incentives for uptake of good practice and identify champions to lead the way.

The IRCI will also aim to build networks of local experts to support application of tools. It will promote case study examples to show benefits of positive action and negative repercussions of poor behavior.

## The IRCI comprises Four Phases

- (1) Data collection and analysis based on practical experiences in pilot corridors
- (2) Development of evidence based Policy Principles and a practical Tool Box of planning and management instruments
- (3) A capacity building and advocacy programme on integrated resources corridor planning and management for all relevant resource corridor actors in government, civil society and the private sector.
- (4) A multi-disciplinary IRCI community of resource corridor actors from government, civil society and the companies will be established to ensure continuous progress and improvement of the methodology, policy principles and tools, to incorporate IRCI practitioner experiences and learning.

A recently published comprehensive Scoping Study and Business Plan is available from the authors of this Discussion Paper.

## The Goal

WWF's specific goal of its engagement in Economic Corridor work is to:

Ensure that Economic Corridors, are planned, developed and managed without irreversibly impacting high conservation value areas or impairing the ability of ecosystems to provide the services upon which all life depends.

More generally;

The Goal of the IRCI is to achieve better informed planning and management of Economic Corridors to ensure economically, socially and environmentally resilient landscapes support sustainable growth and development outcomes.

This will be achieved by the avoidance and reduction of the risks posed to the environment and communities by ill-conceived and poorly planned infrastructure/corridor developments. In turn, this will help ensure the sustainability of the development outcomes desired from investments in economic corridors.

## An Opportunity for Chinese support and leadership

Chinese enterprises (in the extractives, infrastructure and other sectors) are being actively encouraged to show more leadership in environmental and social responsibility. Guidelines have been produced by the State - owned Assets Supervision and Administration Commission of the State Council (SASAC) and are now complemented by the ‘Guidelines for Social Responsibility in Outbound Mining Investments (中国五矿化工进出口商会)’ published in 2015 by the 6,200 member strong China Chamber of Commerce of Metals, Minerals & Chemicals Importers & Exporters (CCCMC) (中国五矿化工进出口商会).

Some major Chinese companies now publish Corporate Responsibility Reports, have signed up to initiatives such as the UN Global Compact, have substantial philanthropic programmes and have developed in-house expertise in environmental and social management. There are emerging examples of greater environmental sensitivity, such as China Communications Construction Company’s (parent company to China Road and Bridge Corporation) elevation of the revamped standard gauge railway from Mombasa to Nairobi where it crosses the Tsavo river in the Tsavo National Park to, amongst other things, help allow the continued movement of elephants and other wildlife. China’s EXIM Bank has issued environmental and social guidelines requiring adherence to international environmental and social standards in project finance.

More recently the new Beijing based, \$100 billion development finance institution, the Asian Infrastructure Investment Bank (AIIB), has drafted a set of environmental and social safeguards that are currently open to public consultation (The AIIB Consultation Draft - Environmental and Social Framework - August 3, 2015).

Although this progress is encouraging and commitment is growing much is still needed to increase the environmental and social awareness and the capacity of Chinese enterprises, including those working overseas.

Through their engagement in the ‘Belt - Road’ initiative and economic corridors in Africa, Chinese companies are in an excellent position to promote cooperation in environmental improvements in Economic corridors that can set examples for future work. This would be putting into practice a suggestion made by Tommy Koh (Chairman of the Centre of international Law at the National University of Singapore)

at a conference held on the ‘One Road One Belt’ in July 2015 when he highlighted the need for cooperation on ‘soft infrastructure’ – the sharing of skills and expertise as well as trade.

They are also encouraged to work with host governments and enterprises to show leadership and help influence the emergence of stronger environmental and social standards in Economic Corridors. Chinese enterprises overseas can take a greater leadership role in communicating the business benefits of better environmental management and are invited to join the collaboration on Integrated Resources Corridor Initiative.

————— NAIROBI, KENYA September 2015.

## Recommendations

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- Economic corridors must be ***Sustainability Led*** - based on the identification of a common Sustainable Vision and a Framework to guide the way towards it.
- The planning and management of Economic Corridors requires multi-disciplinary, multi stakeholder and multi level approaches. The key word is ***Integration***.
- ***Environmental and Social factors need*** to be given ***early and equal status*** alongside economic considerations in the planning and development of Integrated Resources Corridors to ensure they influence and impact strategic decision making.
- Economic corridors must be developed in an ***iterative*** way to allow for adaptation to changing circumstances and lessons learned.
- ***Ecosystems integrity*** must be protected to ensure they continue to provide the services that support life. Ecosystems should be considered as ***green infrastructure***, equally as important, if not more so, than hard engineered infrastructure.
- ***High Conservation Value Areas*** should be unambiguously identified and protected as ***No Go*** areas.
- ***Adaptation and resilience to climate change*** and other natural disasters must be an integral part of corridor planning and development.

## Participation

- ***Decision making must be Inclusive and Transparent.***
- ***Civil society*** should actively participate in planning to ensure that the interests of citizens, particularly the poorest and most vulnerable in society, are represented in decision making.
- ***Government*** should develop and implement Integrated Development Plans (based on comprehensive baseline information) that address strategic risks and opportunities. Integral to this plan should be the development and enforcement of appropriate environmental and social standards.
- ***Enterprises*** should adopt good social and environmental practices and
- ***Banks and Financial Institutions*** should apply environmental and social conditions to their investments.