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A New Politics of Development Cooperation? Chinese and Brazilian Engagements in African Agriculture

IAN SCOONES^a, KOJO AMANOR^b, ARILSON FAVARETO^{c,d} and GUBO QI^{e,*}

^a *Institute of Development Studies (IDS), University of Sussex, Brighton, UK*

^b *Institute of African Studies, University of Ghana, Legon, Ghana*

^c *Federal University of ABC, São Paulo, Brazil*

^d *Brazilian Centre for Analysis and Planning – CEBRAP, São Paulo, Brazil*

^e *China Agricultural University, Beijing, PR China*

Summary. — This paper introduces a Special Section on Chinese and Brazilian engagements in African agriculture. The paper asks if a new paradigm for development cooperation is emerging, and argues that we must move beyond the simplistic narratives of either “South–South” collaboration or “neo-imperial” expansion of “rising powers” to look at the dynamic and contested politics of engagement, as new forms of capital and technology enter African contexts. Historical experiences in Brazil and China, as well as domestic political and economic debates, affect how interventions are framed, and by whom, and so influence what technologies are chosen, which investments are funded, and who gets trained. There are both political and economic drivers at the heart of these choices, but these are not uniform or uncontested, either in Brazil and China or in Africa. The Special Section argues for a focus on the encounters on the ground, moving beyond the broader rhetoric and generic policy statements. A key feature of Brazilian and Chinese engagements in African agriculture is the role of state–business relations in shaping and steering development, suggesting new forms of developmentalism. The paper concludes that there is a growing opportunity for learning from the Brazilian and Chinese experience, as this will be a long-run feature of African agricultural development.

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Key words — China, Brazil, Africa, agriculture, South–South cooperation

1. INTRODUCTION

With the rise of the BRICS there has been much talk of a new paradigm for development. With new knowledge, expertise, and investment, countries such as China and Brazil could generate a new dynamic of development, particularly in Africa, it is argued (Gu & Carty, 2014; White, 2013). The rhetoric of “South–South cooperation” and “mutual learning” has flowed freely. Solidarities and connections based on shared geographies, histories, and links forged through struggles against colonialism and slavery have been added to the mix. Others, by contrast, have argued that these new configurations of power and capital are simply a new form of “neo-imperialism”, replicating past patterns of extraction and exploitation in new guises (Bond & Garcia, 2015; Lumumba-Kasongo, 2011). Of course the reality is far more complex than these simplified characterizations (cf. Alden, 2007; Brautigam, 2009; Carmody, 2013; Power, Mohan, & Tan-Mullins, 2012; Taylor, Kopinski, & Polus, 2014; Taylor & Xiao, 2009). Getting behind the claims and digging into the details shows a more nuanced picture.

This Special Section therefore explores the emerging relationships between China and Brazil and Africa around a key productive sector, agriculture. Through detailed case studies and in-depth empirical investigations on the ground—in four countries in Africa, as well as China and Brazil—the papers together point to some important new features of development cooperation, associated with BRICS countries (cf. Mawdsley, 2012a; Mawdsley, Savage, & Kim, 2015; Li & Carey, 2014), including forms of “trilateral” cooperation (McEwan & Mawdsley, 2012). This includes the transfer of Brazil and China’s own experiences in agricultural development—and associated narratives, expertise, and technologies—to Africa

as part of development cooperation investments. The papers cover new forms of technology transfer, the growth of technical training efforts, the importance of state–business partnerships in investments, the role of small-scale investments by Chinese migrants to Africa in agricultural value chains, and the role of Brazilian and international civil society in mediating debate about the form and pattern of investment.

Together the papers show that there certainly are important changes afoot: recasting relationships, institutions, politics, and power in development engagements. Understanding the new roles of China and Brazil in the context of their own domestic political economies, and wider global trends in geopolitical restructuring and the shifting of the geographies of international capital, allows us to situate these developments in an historical perspective, and understand how China and Brazil are positioning themselves as key actors in African agriculture. Whether this adds up to a new paradigm is perhaps more questionable. Instead, despite important and significant shifts in styles of development cooperation, we also see many echoes of the past, set in a new geopolitical moment,

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