

Jennifer Wenningkamp & Noa Shapira:

**Holistic Hope for Futurist, Solutionist, and Cultural Architects of African Society in this
Historical Moment of Global Health Crisis:**

*The response to COVID-19 in Mozambique should be tightly connected with ESG and the 2030
sustainable development goals (SDGs)*

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Abstract:

This paper builds an argument which supports a comprehensive response from public and private sector supporting three suggestions as imperative steps in continuing response to COVID-19 Pandemic: Urgent Public Health Safety Measures, Knowledge exchange and Remote Education Services, Economic stimulus. This research demonstrates the potential of implementing nationwide mobile phone texts message communicating public safety alerts, web-based health education for rapid dissemination of Ministry of Health security measures, and an adaptation of Social Cash Transfers (SCTs) to bolster emergency health service preparedness and health security sustainable development goals (SDGs). This paper also introduces the concept of CCTs in the Private sector to respond to the corresponding economic crisis accompanying the COVID-19 Pandemic. These policy recommendations consider Mozambique's main challenges affecting prospects of reaching these specific SDGs. These problematic factors include underdeveloped institutions, foreign dependency for market development, climate challenges, and a bifurcated state as a legacy of the late Colonial era. These strategies would be more effective by incorporating the private sector into a collaborative effort to meet the challenges of COVID-19. The suggested framework to do so is ESG, meaning that this response would be environmentally sustainable, while upholding human rights, labor rights, and other social factors which are strongly related to the UN 2030 sustainable development goals.

Keywords: Mozambique, Remote Education Services, Economic stimulus, bifurcated state, Social Cash Transfers SCTs, Sustainable Development Goals SDG, Environment Social Governance ESG

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Jennifer is a humanitarian aid professional, with over a decade of field experience working in Mozambique who is currently a full-time student, wife and mother. Throughout her career, she co-founded a regional branch of an international NGO, and pursued opportunities in administration, program management and staff management, as well as hands-on care and problem-solving for vulnerable populations. Jennifer has extensive consultancy experience, working with peers and colleagues in the field of problem-solving, capacity building and leadership development. She worked with the human trafficking center doing legal research and constructing a database on sex trafficking and victims of forced labor. Throughout her career, Jennifer focused on patterns of conflict, cycles of poverty, and societal structures that sustain violence. She is fluent in English and Portuguese, and is concurrently enrolled in two Master's programs at the University of Denver: International Human Rights at the Josef Korbel School of International Studies, and a Masters of Legal Studies at Sturm Law. Jennifer is currently based in Frederick Colorado, and in her free time enjoys singing, traveling, and spending time with her husband and three boys.

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Noa is an international affair professional and scholar who is currently working at Interlinked Global Consultancy. She has a decade of experience working on issues of human rights, international law, humanitarian aid (specifically in the field of protection - child protection and gender-based violence), ESG, as well as advocacy and journalism and communications. Her research focused on gender and conflict, as well as a variety of ESG related issues such as the nexus between businesses, global governance, and human rights. Specifically, her work as a graduate research assistant at the Sié Chéou-Kang Center for International Security & Diplomacy focused on human rights violations conducted by the private security industry. Noa is Fluent in Hebrew and English, with field experience which includes complex environments, such as work with Jesuit Refugee Service in Dzaleka Refugee Camp in Malawi, & conflict resolution, dialogue and political organization work in Israel-Palestine. She is currently based in Denver, Colorado, and in her free time, she enjoys scuba diving, cooking, yoga, and dancing salsa.

Introduction: The continued response to COVID-19 in Mozambique should be tightly connected with ESG (Environment, Social, and Governance) and the 2030 sustainable development goals (SDGs) while contributing to a much-needed economic stimulus. This study supports the attached policy recommendation brief which suggests imperative steps in the urgent response to COVID-19 Pandemic in Mozambique framed within the belief that the Mozambican response should be a collaboration between the state and the private sector. Reallocation of funds within Mozambique’s austere financial structure will have reverberating impacts throughout an already reduced national budget, thus Private adaptations of Public programs using Social Cash Transfers (SCTs) and Conditional Cash Transfers (CCTs) should be an integral part of the nation’s urgent response.

This study attempts to reframe the question of Africa’s ability to reach its Sustainable Development Goals (SDGs) for healthy societies, economies, institutions and democracies by first incorporating and synthesizing an Africanist perspective of evaluation with traditional comparative analysis¹. A holistic approach requires a deeper look at Mozambique’s political and economic development history includes Mozambique’s programs for poverty reduction and social protection, PARPA², PSSD, and PASP which implement SCTs³; along with other key factors which have affected the attainment of development goals in the past. These Factors include: Exploitative Colonialism and Historical Legacies of Slavery, International Alignment with Great Power Grand Strategies and Fragile state, Weak Democracy and Corruption, Foreign dependence and Civil Institutions, Geographical and Environmental Factors. These factors are measurable in the ESG framework.

The scope of this paper includes Mozambican history, current events, and projected ability to meet its SDGs while applying, critiquing, or reframing current information in an

¹ Mkandawire, P.T., & Soludo, C.C. (1999) *Our continent, our future: African perspectives on structural adjustment*. Idrac.

² Chissano, Joaquim. Speech “Political Stability, Conflict Resolution, and Development in Southern Africa” February 27, 2002. <https://www.wilsoncenter.org/publication/speech-his-excellency-joaquim-chissano-entitled-political-stability-conflict-resolution> “ (PARPA) Mozambique’s PRSP

³ Hickey, Sam., & Seekings, Jeremy. (January 2020) *Who should get what, how and why? DFID and the transnational politics of social cash transfers*. Effective States and Inclusive Development Research Centre (ESID) School of Environment, Education and Development, The University of Manchester. www.effective-states.org “Department for International Development (DFID), Programa Subsidio Social Basico (PSSB) and Programa de Acao Social Produtiva (PASP). This type of social cash transfers are more effective in the informal work sector, where the need for cash is greater than the need for in-kind donations.

Africanist perspective. The method of analysis for framing and developing this holistic, futurist, and Africanist argument for public and private collaboration will draw from a critical review of existing literature on the political economy of development in Africa including but not limited to: *Africans: The History of a Continent* by John Iliffe, *African Development Making Sense of the Issues and Actors* by Todd J. Moss and Danielle Resnick, *Citizen and subject: Contemporary Africa and the legacy of late colonialism* by Mahmood Mamdani, *African politics in comparative perspective* by Goran Hyden, and *Our continent, our future: African perspectives on structural adjustment* by Thandika Mkandawire and Charles C. Soludo. The Policy Recommendation applies ESG framework for reaching SDGs.

Critical literature Review that highlights the veracity of Africanist Perspective:

Two major theories for analysis of Political Economy of Sustainable Development in Africa are comparative and Africanist. Mamdani suggests that the comparative analysis often stacks development against African nations in European favor because it lacks the African perspective⁴, while Hyden distinguishes Africa from other comparative analogies by framing African concepts in light of something familiar to the West⁵. This helps readers conceptualize similarities and attempt to distinguish differences, but Mamdani argued that Hyden lacked the specificity of the African Experience. The comparative differences between Africa and other continents are more easily grasped in relations to the climate and natural resources endowments challenges, and Iliffe and Hyden both suggest that temperate weather is a major factor for lack of early industry⁶. Nuances of comparison which were lost in earlier summaries of colonial history stirred up the critique and the tension which became a harbinger for cultural architecture from African scholars such as Mkandawire and Mamdani.

Mamdani challenged the traditional comparative study with a uniquely African perspective he called the bifurcated state. This deracialized division between civil and rural populations is a legacy of late Colonialism⁷. In 2001, Acemoglu, Johnson and Robinson's

⁴ Mamdani, M. (1996). *Citizen and subject: Contemporary Africa and the legacy of late colonialism*. Princeton: Princeton University Press. pp. 13

⁵ Hyden, G. (2012). *African politics in comparative perspective*. Cambridge University Press.

⁶ Iliffe, John. (2017). *African's: The History of a Continent* (2nd Edition). Cambridge: Cambridge University Press

⁷ Ibid. at 4. Mamdani's introduction discusses the bifurcated state for more than a perspective for comparative study. He discusses where indirect colonial rule created a dichotomized legal system in the form of customary law adjudicated by "traditional chiefs". Many "Regulos" who were not the traditional rural authorities prior to indirect rule, were given authoritative positions by the Portuguese.

empirical investigation⁸: The colonial origins of comparative development, differentiates between settler colonialism which followed a path of economic and civic development, and the extractive and oppressive legacy of colonialism and slavery⁹. Fanon argued that only violence could free the “native” from the oppressive, extractive European Masters¹⁰. This often led to violent wars for Independence, but Moss and Resnick point out that the newly Independent governments were often ill-equipped to govern¹¹, thus they re-enforced the bifurcated state of structural and internalized violence and underdeveloped civil and democratic institutions.

Chabal and Daloz discuss the impacts of disorder as a political instrument¹² that appears as a type of clientelism or neopatrimonialism which can often be found preceding economic crisis. Van de Walle contributes to a view of *foreign aid dependence* by arguing that Structural Adjustment Programs (SAP) for international loan adjustment and financial interventions are maintained in the politics of permanent crisis¹³. Some reactions to crisis appear to exacerbate the problems or cause new ones; but it is willful ignorance to believe that the order of political and economic decisions are malignantly designed to keep crisis in stasis. This dynamic of international interdependence and inefficient bureaucracy is a frustrating reality rooted in the inability to completely dispose of a broken system left over from colonial rule¹⁴.

History of African Development in the Mozambican Colonial Context:

Understanding the Political economy of sustainable development in the Mozambican context requires a historical synopsis of Mozambique beginning with pre-European presence in Africa, to the most recent independent reports of the latest presidential elections held in October 2019¹⁵.

⁸ Acemoglu, D., Jonsen, S., & Robinson, J.A. (2001). The colonial origins of comparative development: An empirical investigation. *American economic review*, 91(5),1359-1401

⁹ Nunn, N., & Wantchekon, L. (2011). The slave trade and the origins of mistrust in Africa. *American Economic Review*, 101(7), 3221-52. Enslavement of Africans negatively impacted the economy in Africa both historically and in today’s current economy.

¹⁰ Fanon, Frantz. (1963). *The wretched of the Earth*. Paris: Presence Africaine

¹¹ Moss, T.J. (2011) *African Development: Chapter 5. Conflict, War, and State Fragility*. pp. 77

¹² Chabal, P., & Daloz, J.P. (1999) *Africa Works: Disorder as political instrument (African Issues)*. James Currey, Oxford. (Chapter *)

¹³ Van de Walle, N. (2001). *African economies and the politics of permanent crisis, 1979-1999*. Cambridge University Press. (Chapter 5) Van de Walle’s view re-enforces ideas of western standards and western economic indicators which frames modern exogenous intervention in the form of international loans and Foreign Aid as the reason for international dependence and increasing foreign debt. This view is too narrow. African dependency was designed into many economic agreements between the West and African nations.

¹⁴ *Ibid.* at 4. Mamdani’s first chapter helps readers understand that inefficient institutions are a legacy from systemic oppression, not simply a consequence of being newly independent African nations.

¹⁵ CIP Centro de Integridade Publica. Mozambique Political Process Bulletin Number 58. 2019 General Elections. Rua Fernão Melo e Castro, no 124, Maputo. January 26, 2020. <https://cipeleicoes.org/en/>

According to medieval records, Sofala was an ancient trading post long before the European mercantile system was imported there by the Portuguese ¹⁶. The early colonialization of Mozambique began in 1498 when merchant sailors, under Vasco de Gama's naval command, discovered and sacked the Sofala trading post for Portugal and Christendom. They soon established extractive and exploitative operations along the route to and from India.

The early capital of Portuguese East Africa was on the Isla de Mozambique, and it was used primarily as a port for trade in natural resources and over 100,000 enslaved Africans recorded as "human cargo"¹⁷. This extraction of human beings caused natural development in Africa to regress for a period of more than 400 years, while the West saw exponential growth. The demand for enslaved Africans and natural resources spurred the external claims to African territory which is known as the 19th century "Scramble for Africa". A heightened interest in the African continent propelled the Portuguese to move inland and establish the territorial boundaries which remain intact after Mozambican independence from Portugal's colonial rule ¹⁸. The Portuguese expanded their rule over east African subjects who were no longer *legally* enslaved for the trans-Atlantic slave trade, but they were coerced to provide exploitative labor that produced revenue which was sent directly to Portugal.

The 19th century system of cheap labor continued into the 20th century. A 1940s economic agreement between South Africa and Mozambique codified and enshrined policy of modern forced labor. Mozambicans labored in South African goldmines while their wages were paid as taxes sent directly to Portugal ¹⁹. In exchange for Mozambican miners' exploitive labor, South African, Rhodesian, or British companies were granted 40- or 50-year lease agreements for large tracts of agricultural land in Manica and Sofala. The 1940's international agreement between South Africa and Portugal set up the framework for Mozambique to join the Commonwealth at the end of the 20th century. This alliance helped reduce poverty for a time, but Mozambicans resisted international agricultural agreements that resembled the colonial land-lease programs.

¹⁶ Rosa, F. (2009). Descobrimo a colonizaço portuguesa e o trafico de escravos . *Acolhendo a Alfabetizaço Nos Pases De Lngua Portuguesa*, 3(6), 209-216. <https://doi.org/10.11606/issn.1980-7686.v3i6p209-216> Rosa draws from 11th century written records of a sophisticated international trading post in Sofala

¹⁷ Slave Voyages. (2020) Trans-Atlantic Slave Trade – Database. <https://www.slavevoyages.org/voyage/database>

¹⁸ Ibid. at 11. The national borders that were established in colonial power negotiations often persist to today. pp. 25

¹⁹ Ibid. at 11. Moss looks at how the exploitative labor in the mines benefits the colonial power. pp. 38

The exploitation of rural Mozambicans continued through the end of the colonial era and into Independence in 1975; and was compounded by a fragile state and prolonged civil war. In 1992, a peace treaty was signed, and a few years later, following a period of relative peace, Mozambique joined the United Kingdom's Commonwealth, which is remarkable because they were not previously colonized by the United Kingdom²⁰. This economic alignment was crucial for an economic boost, which led to brief economic stability, but was followed by economic crisis due to clientelism, neopatrimonialism and corruption in the weak-fledgling democratic institutions.

Findings of Factors That Continue to Impact Mozambican Development: *Exploitative Colonialism and Historical Legacies of Slavery, International Alignment with Great Power Grand Strategies and Fragile state, Weak Democracy and Corruption, Foreign dependence and Civil Institutions, Geographical and Environmental Factors.*

Exploitative Colonialism and Historical Legacies of Slavery: Colonial Factors continue to Affect Mozambique's attainment of SDGs. The Portuguese Colonial rule did not encourage many Europeans to move to Africa until the early 20th century, but the European settlers maintained strict racial segregation and neglected to develop critical infrastructure such as roads, water systems, schools, or hospitals beyond major cities. Mozambicans still have a deeply divided society and lack of infrastructure which has historically affected the ability to reach SDGs and will continue to do so.

Mamdani's theory of the *bifurcated state* due to indirect colonial rule discusses the disregard for African nationals²¹; and this was evident for the people of Mozambique who suffered while the economy attempted to prop up the dictatorship of Oliveira Salazar in Portugal and as rural populations continued to suffer in State owned farms after independence, and rural populations recently suffered under international trade agreements between Mozambique and the Brazilian company Vale²². This pattern of rural neglect and centralized development will continue to affect ability to meet SDGs for education and democracy as the gap in society will not diminish without taking action that restores trust.

²⁰ *Mozambique History*. The Commonwealth website: <https://thecommonwealth.org/our-member-countries/mozambique/history> last accessed March 19, 2020

²¹ Ibid. at 4

²² Estefania, Joaquin. Historia de desglobalizacão. El Pais (November 2, 2019) https://brasil.elpais.com/brasil/2019/11/01/internacional/1572631371_923835.html Assessment of who suffers with Vale in Mozambique

International Alignment with Great Power Grand Strategies and Fragile state: 1961-1975 War of Attrition for Mozambican independence and civil war were impacted by grand strategies and ideological battles of both the Russian and British during the Cold War period. Mozambique Liberation Front (Frelimo) began their fight for independence through small rebel insurgencies and grew into a large military group which became the leading political party after independence. Independence finally came in 1975, after eleven years of violent guerilla warfare lead by Frelimo's first party president: Eduardo Mondlane²³. Franz Fanon's discussion of violent anti-colonialism outlines a sequential order of revolutionary violence that is observable in Mozambique's struggle for independence from Portugal²⁴. Mozambique's liberation was followed by extreme Marxist Socialist rule which imposed forced labor in state run farms and led to internal conflict that erupted into a prolonged civil war between the nation's two rival forces: Mozambique Liberation Front (Frelimo) and Mozambican National Resistance (Renamo) were on either side of the Cold War struggle. Frelimo was aligned with Russia and Renamo was supported by Southern Rhodesia, a previously British Colony, that was concerned with Red Communist Influence in Africa. The fighting persisted due to exogenous interference; thus, Great Power Grand Strategies impacted the newly independent decolonized nation to form a fragile state.

The Russia-Mozambique relationship was formalized in 1975 but goes back to the mid to early 1960's when Frelimo guerillas received in military training in Moscow²⁵. This is where Mozambique's history diverges from Fanon's argument that Africans liberation was not framed within the international Cold War alliances²⁶ and indicates a clear attempt of Russia to assert its

²³ Ibid. at 20. The ideological battles during the Cold War period did cause Great Power Grand Strategies to impact newly independent decolonized nations to form a fragile state. These ideological battles did ultimately have a negative effect on Mozambique's ability to attain SDGs, but this tendency has been turned around.

²⁴ Ibid. at 10

²⁵ Russian Embassy to Mozambique Archives, O carácter autónomo da política externa da Rússia – é o imperativo incontestável.

https://web.archive.org/web/20070519113009/http://www.mozambik.mid.ru/int_p.html

“As relações entre os nossos dois Povos possuem uma grande história, enraizando nos tempos da guerra de libertação nacional. Logo após o estabelecimento de relações diplomáticas, em 1975, estes laços adquiriram um carácter de amizade sincera e os nossos povos encheram-se de sentimento de profunda simpatia um pelo outro. A URSS, cuja sucessora é a Rússia, prestou uma grande ajuda a Moçambique na consolidação da sua independência política, segurança económica e na vertente humanitária. Alguns milhares de moçambicanos receberam a sua formação nos estabelecimentos de ensino superior da URSS e, posteriormente, da Rússia.”

²⁶ Ibid. at 10 “Each *jacquerie*, each act of sedition in the Third world makes up part of a picture framed by the Cold War.” “All the *jacqueries* and desperate deeds, all those bands armed with cutlasses or axes find their nationality in the implacable struggle which opposes socialism and capitalism.” Fanon. pp.74. It is important to note that

grand strategy. The intellectual and political elite in Mozambique did not blindly reinforce the Western geo-economic structure when Mozambique's second president, Joaquim Chissano promoted a foreign policy of non-alignment and was awarded for dramatic economic growth and peace during his leadership²⁷. International non-alignment will continue to be a positive factor for Mozambique to reach economic market SDGs.

Weak Democracy, and Alleged Corruption: The Frelimo party has continued to hold executive political positions since 1975, and in November 2019 President Filipe Nyusi won his second term as President although his party is under scrutiny²⁸. Dennis Jett pointed out that son of former President Guebuza is currently under corruption investigation for his alleged involvement in receiving secret loans over \$1 billion to three government owned companies²⁹. These accusations of corruption cause the society to lose faith in its government, and this will continue to negatively impact levels of trust for so many SDGs: transparency, democracy, well-being and health are directly impacted by this factor.³⁰

Foreign dependence for Civil Institutions: This Factor will continue to impact Mozambique's ability to meet its SDGs in both negative and positive ways. It is difficult when International Organizations (IOs) or Non-Government Organizations (NGOs) are orienting policy with their

Mozambique's foreign policy did re-align with Fanon's statement that African nationalists opposed both capitalism and socialism when Frelimo detached from European ideology.

²⁷ Africa Prize Laureates, The Hunger Project <https://www.thp.org/our-work/where-we-work/africa/honoring-africas-leadership/africa-prize-laureates/> last assessed on March 19, 2020

²⁸ Ibid. at 15. CIP Mozambican Election bulletin says that Nyusi won by 73 percent of the vote but there are criticisms that the elections were not free, fair and transparent.

²⁹ Jett, Dennis. "Mozambique Is a Failed State. The West Isn't Helping It." Foreign Policy. March 7, 2020. <https://foreignpolicy.com/2020/03/07/mozambique-is-a-failed-state-the-west-isnt-helping-it/>. pp.3 Frelimo is under scrutiny for more than unfair elections, the undisclosed loans from China caused the IMF to hold funds for Mozambique. It is true that Mozambique has experienced economic growth followed by crisis and then renewed economic growth, but Dennis Jett, former US ambassador to Mozambique questions the ability to stabilize wealth and reduce poverty in a corrupt political environment. These reports analyzed together with the findings of factors affecting Mozambican development are supported by Mamdani's argument about the bifurcated state persisting as a legacy of the colonial structure of a deeply divided society; yet we know these factors are not insurmountable. Chissano's speech recognized how foreign Grand Strategies were actually impeding their ability to develop, and Mozambique adopted a new position and new economic and military policy to effectuate its position of non-alignment. While Mr. Jett presents evidence that justify allegations of high-level corruption, he seems to diminish many factors that crystalized within a fragile state. Fledgling democratic institutions, and corruption discussed in this analysis of Africanist literature beg for further application to next steps and policy changes that will be futurist Africanist solutions

³⁰ Other SDGs intersect with this factor because education goals are impacted when corruption is infiltrating every level of societal authority. If students are able to pay for higher grades or entry into Universities, then unfair treatment becomes an expected norm. This is a legacy of mistrust due to enslavement, and the bifurcated state as a legacy of colonial parallel power structures.

own agendas. Unfortunately, Foreign aid often causes unbalanced development of civil institutions and prolonged International dependence³¹. At the same time, Mozambican government cannot sustain national budgets without foreign aid, international loans, and international trade. Ministers and politicians have to choose when to assert national sovereignty or adapt its own national, judicial, or economic development policies to reflect UN or NGO goals that the society may not even support. In many ways, foreign aid bridges gaps in the national revenue for development goals and poverty reduction. The historical lack of development could not address the growing population's felt needs without international intervention, and the persistent poverty was often due to legacies of colonialist extraction, enslavement and oppression. Although there are no official restitution funds, in some sense, the West is compelled to send foreign aid and international funds as a type of restitution or effort to seek restorative justice for its historical role in legally facilitating the oppressive master in *racially driven* chattel slavery and segregation.

Geographical and Environmental Factors: Mozambique's geography of extensive beaches and islands is one of the reasons the Portuguese were able to "discover" the riches and beauty of the land and the indigenous people³²; unfortunately, the beautiful beaches are susceptible to cyclones. In 2019, cyclones Idai and Kenneth, compounded by Zambezi River floods, drastically affected Mozambican livelihood and the overall economy. Not only the branches of the UN and World Bank, but the WTO also recognized the economic toll of these natural disasters³³. In addition to natural disasters, drought and floods are exacerbated through local and international deforestation and soil erosion. Dependence on wood-based charcoal and single crop sustenance farming is compounded by poverty and lack of environmental skills training³⁴.

ESG Framework's intersection with African Developmental Factors: *What is ESG and Why should CCTs in Mozambique assess impact through the ESG framework? Why is ESG important as a component of Mozambique's response to COVID-19?* These factors are measurable within the ESG Investment framework, and not only intersect with SDGs but with public and private objectives.

³¹ Ibid. at 12

³² Ibid. at 6

³³ WTO Aid for Trade: Natural Disasters and Trade Symposium: Summary Report. (May 10, 2019) https://www.wto.org/english/tratop_e/devel_e/snd_10may2019_summary_e.pdf .

³⁴ Interlinked Global Consultancy. (2020) "Interlinking Public and Private sectors through social impact". <https://www.interlinkedglobalconsultancy.com/post/interlinking-public-and-private-sectors-through-social-impact>

What is ESG and Why should CCTs in Mozambique assess impact through the ESG framework? Environmental, Social, and Governance refers to the three factors in measuring the sustainability and societal impact of a company, a business or any other organization³⁵. Under Environment, we analyze the carbon footprint of a company's operations, as well as the use of renewable energy, water consumption and more. Under Social, we would look at elements related to human security and human rights. A governance analysis will look into the decision-making process, the leadership and relevant policies.

Why is ESG important as a component of Mozambique's response to COVID-19? COVID-19 caught many nations, corporations and individuals underprepared³⁶. As this international global health crisis continues to unfold - it is clear that it has, and might continue to have grave implications for an extended period of time. The fears around the pandemic have been weighing heavily on financial markets around the world, as businesses and other organizations are finding themselves facing a new reality. Some companies consider their corporate responsibility to act in an ethical manner, but a brief analysis of ESG concerns that arise amidst this crisis can bring some insights into how the private sector should address them *with a holistic approach*.

Mozambique's E for Environment: The environmental factor is being affected in two main ways. On one hand, as many countries around the world enacted quarantine policies, and as the economy slowed with factories and other heavy industries shutting down - the world experienced a dramatic reduction in nitrogen dioxide emissions.

On the other hand, it seems that this crisis also has an impact on consumption patterns, as millions around the globe buy single-use goods, such as plastic bottles, sanitizers and more. For the private sector, this current challenge could be a unique opportunity for creating contingency plans and assessing their overall carbon footprint. Instead of focusing on the short-term potential benefits of single-use products, both businesses and other organizations must stay focused on the long-term environmental impact. This helps the private sector line-up with the public sectors efforts to attain 2030 SDGs³⁷. As this crisis continues to unfold, organizations could keep

³⁵ Matos, Pedro. (2020) ESG and Responsible Institutional Investing Around the World: A Critical Review. <https://www.cfainstitute.org/-/media/documents/book/rf-lit-review/2020/rflr-esg-and-responsible-institutional-investing.ashx> ESG can be used for Investing, but it should be considered for other applications.

³⁶ World Health Organization. (2020) WHO's Global Health Observatory. Mozambique's Health Overview <https://www.afro.who.int/pt/countries/mozambique>

³⁷ United Nations. (2020) Department of Economic and Social Affairs: Sustainable Development.

considering and improving the infrastructure that allows employees to work from afar. In terms of consumption, companies could organize and buy together, in bulk, any kind of products that might be necessary at this time. We should all take into consideration that while COVID-19 might be here to stay - climate change is not going anywhere either.

Mozambique's S for Social: It could be argued that the social element poses the greatest challenge to organizations during this current crisis. The global supply chain has increased risks to employees in terms of labor rights and may even amount to human rights violations. Many companies might have to engage in sub-contracting without proper due diligence processes, which might result in vulnerable groups, such as migrant workers, being put at risk of human trafficking. With the social element, the private sector has to keep the long-term risks and implications in mind, such as litigation and damage to reputation³⁸. Now more than ever, as communities around the world come together to aid the weak and elderly, the private sector should have a significant role in this effort. Protecting the health and safety of employees and their families might be more meaningful than ever before.

Mozambique's G for Governance: One of the most significant challenges facing the private sector is the abrupt shift to remote work. Employers around the world seek solutions to monitor employees, who might find themselves quarantined at home with children and other vulnerable family members. This global crisis is an excellent time for organizations to assess and implement new policies. These should be flexible enough to meet the changing needs of the employees while protecting the company and allowing it to emerge strongly on the other end of these challenging times. Communication procedures, travel policies, and proper compensation are only a few of the changes that could be put in place in order to push through and emerge successful, while preserving the client base as well as the business ethics.

How does ESG Financial Framework for Strategy and Investment apply to Mozambique?

President Nyusi's March 30, 2020 declaration of a state of Emergency means that the private sector needs to aid in the public efforts to protect individual Mozambican's safety for the safety of the country³⁹. The public efforts to promote health and safety require a collaborative effort to stop the pandemic. Corporations in the private sector are challenged to respond in a way that can

<https://sdgs.un.org/goals>

³⁸ Ibid. at 35

³⁹ Mozambique's official Covid19 website. (2020) <https://covid19.ins.gov.mz/>

secure safety and disseminate knowledge and skills building that aid these urgent responses to the pandemic. Corporations and Multi-national Corporations need to consider the long-term economic effects of this crisis when they consider the history of economic growth and stagnation in the past. The Mozambican economy is striving towards stability, and the factors discussed in this paper show there are more issues intersecting with Covid-19 than weak institutions or dependency on Foreign Aid. New programs with SCTs and CCTs within the ESG framework structure for distributing funds from international donors may help reduce the deeply divided society, build small scale infrastructure, relieve poverty, and increase health security.

By adopting an Africanist perspective, this paper supports the holistic need to heal from enduring legacies of colonialism and slavery to set up enduring, future-oriented solutions such as development focused Social Cash Transfers (SCTs) to meet SDGs. Unjustifiably, colonialism and slavery have been considered things of the past when the reality of trauma, shock, and mistrust impacts many levels of African society and well-being⁴⁰. Collaborative efforts for healing from intergenerational trauma are as important for reforming society as applying lessons learned from the past is imperative to future growth. Knowledge exchange can be funded through SCTs for individuals or small groups who are interested in offering basic hygiene education and health services.

Discussion on Policy and Policy Implementation of SCTs and CCTs: Reports on levels of democracy from Freedom house, World Health Organization assessment of Health services, and USAID corruption assessment for Mozambique all statistically support the above factors which demonstrate the breadth of challenges Mozambique faces as it chooses policies it will implement to reach SDGs. However, reports from ILO and Bertelsmann Stiftung 2018 Country Report⁴¹ indicates that PARPA⁴², Programa Subsidio Social Basico (PSSD), and Programa de Acao Social Produtiva (PASP)⁴³ have increased the number of program

⁴⁰ Ibid. at 9 Nunn's study on the impact and legacy of the enslavement of Africans provides important insight into the lack of economic growth and its nexus with ongoing intergenerational trauma and shock of kidnapping and enslaving Africans during the trans-Atlantic Slave Trade. Many Colonial territories attained independence in the late 20th century. This is in our lifetime, not some distant past.

⁴¹ Bertelsmann Stiftung, BTI 2018 Country Report — Mozambique. Gütersloh: Bertelsmann Stiftung, 2018.

⁴² Chissano, Joaquim. Speech "Political Stability, Conflict Resolution, and Development in Southern Africa" February 27, 2002. <https://www.wilsoncenter.org/publication/speech-his-excellency-joaquim-chissano-entitled-political-stability-conflict-resolution>

⁴³ Hickey, Sam., & Seekings, Jeremy. (January 2020) *Who should get what, how and why? DFID and the transnational politics of social cash transfers*. Effective States and Inclusive Development Research Centre (ESID) School of Environment, Education and Development, The University of Manchester. www.effective-states.org. Co-

participants. The working paper, *Who should get what, how and why? DFID and the transnational politics of social cash transfers*, concurs with PSSD and PASP improvements, and they provide evidence that SCTs are more affective in the informal work sector.

CONCLUSION: Mozambique’s urgent response to the COVID-19 Pandemic could have lasting impact on sustainable development goals for the health sector when considering social cash transfers may reduce strain on Mozambican centralized government budgets. Mozambique’s ability to flourish on smaller scale projects, such as international investment in small and individual farms, shows that there is hope for human connection to reduce intergenerational trauma; and potential attainment of health security, poverty reduction and economic SDGs as ideas of development via small groups interactions and SCTs is growing.

Today’s health crisis magnifies the need for long-term security, and immediate improvements to health care systems. This might seem like an impossible paradox, but individuals have more time on their hands to consider the global pandemic and the potential impacts sickness on the other side of the globe may have on their lives tomorrow. This is the perfect time to disseminate ideas of development and health security through SCTs. Social Cash Transfers as Development offer economic stimulus without grand strategies agendas or structural dependence on foreign aid, and enough flexibility to help small initiatives for health care, education and poverty reduction. Many different types of organizations can adopt this structure for international exchange of wealth, and resources coming from Western donors will help restore a healthy relationship between societies whose historical legacy of colonialism has often been ignored, buried or white-washed. SCTs are a great option for COs, IOs, NGOs, humanitarian groups, charities and individuals to collaborate with Africans who are aiming for

author, Jennifer Wenningkamp’s experience and observation during ten years of humanitarian aid in Mozambique supports the data discussed by Hickey and Seekings. The NGO she worked for sent social cash transfers to local leaders and OVC care-givers, and in some cases SCTs were a part of the NGO’s relief programs which demonstrated had a legitimate need for cash over materials. The local leaders she had the privilege of learning from and working with were deeply committed to social and economic development. SCTs and private CCTs in an ESG framework could help social and economic development.

“Department for International Development (DFID), Programa Subsidio Social Basico (PSSB) and Programa de Acao Social Produtiva (PASP)” More affective in the informal work sector.

similar liberty, happiness and security for mankind. Conditional Cash Transfers (CCTs) have had a positive impact aiding emerging economies in the Sub-Saharan Africa (SSA) ⁴⁴.

The recent history in Mozambique and allegations of corruption, shows that more often than not, leaders were in situations where they had to choose between one solution or another of the lesser evils based on problem-framing and international aid with policy agendas ⁴⁵. Political leaders in Africa cannot simply replace the poor institutions and weak economic markets with a brand-new synthesis of African leadership structures and European market economies, because inclusion in the Western structure of international markets is required for economic survival in today's geo-economic and political structure of globalization. At the same time, they cannot sustain national budgets without foreign aid, international loans, and trade. The adaptation from an exogenously imposed geo-economic political order, to a synthesis of African and international leadership values must be gradual in order to maintain order and security.

Contrary to what comparative studies and reports of impunity and corruption imply, Mozambique is a nation of resilient, hopeful, passionate and compassionate people. A friend used an analogy to describe his heart: He felt it was as dark, cold, and stony as a chunk of coal and no matter what he did to try to wash away or bleach away the darkness, the coal remained unchanged. His self-doubt was rooted in applying the wrong ingredients for change. It only requires a fire to transform the dark, cold, stony coal into a brilliant, gleaming source of energy and heat. This COVID-19 Pandemic is the fire to ignite quiescent inner strength of Mozambican community leaders, professionals, and politicians to advance in their unity of purpose to protect the lives of all Mozambicans.

⁴⁴ Behrendt, C., Hagemeyer K. (24.10.2018) Introduction: Social Transfers ILO <https://www.social-protection.org/gimi/gess/gess/ShowTheme.action?id=11> ; Digital identity and social cash transfers (November 2019)

⁴⁵ Ibid. at 6 Hickey pg. 20

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Policy Recommendations Brief:

An ongoing response to COVID -19 requires an increase of immediate government expenditure for public health development, but reallocation of funds within Mozambique's austere financial structure will have reverberating impacts throughout an already reduced national budget. Private adaptations of Public programs using Social Cash Transfers (SCTs) and Conditional Cash Transfers (CCTs) should be an integral part of the nation's urgent response. While SCTs and CCTS to civil organizations (COs) and non-government organizations (NGOs) devoted to health services and health security can bolster the nationwide Urgent Response to COVID-19 Pandemic, similar private actions can strengthen the economy.

Some of the strategies that have been proven to be effective for this response are a nationwide mobile phone texts message communicating public safety alerts; web-based health education for rapid dissemination, and an adaptation of Social Cash Transfers (SCTs) to bolster emergency health service preparedness and health security sustainable development goals (SDGs). These strategies would be more effective by incorporating the private sector into a collaborative effort to meet the challenges of COVID-19. The suggested framework to do so is ESG, meaning that this response would be environmentally sustainable, while upholding human rights, labor rights, and other social factors which are strongly related to the 2030 sustainable development goals.

To that end, this study supports three policy recommendations which are based on the following evidence: ESG should be incorporated in the private sectors' response. ESG is a practice which means shifting from short term goals of merely maximizing profits, to long-term sustainable environmental, social, and governance (ESG) goals. It has been proven in recent research that good ESG performance could improve the financial performance in some countries, which could contribute to economic stimulus as part of addressing the challenges of the COVID-19 pandemic⁴⁶.

The policy recommendations include suggestions for the implementation of nationwide mobile phone texts message communicating public safety alerts, web-based health education for rapid dissemination of Ministry of health security measures, and an adaptation of Social Cash Transfers (SCTs) to bolster emergency health service preparedness and health security

⁴⁶ Zhao, C., Guo, Y., Yuan, J., Wu, M., Li, D., Zhou, Y., & Kang, J. (2018). ESG and corporate financial performance: empirical evidence from China's listed power generation companies. *Sustainability*, 10(8), 2607.

sustainable development goals (SDGs). Our argument for three policy recommendations draws our conviction that Mozambican community leaders, professionals and politicians can unite to show that they are committed to protecting Mozambican lives and ultimately devoted to social and economic development. This may help strengthen and restore donor confidence.

Mozambique's Sustainable Development Goals (SDGs) for Health and Well-Being are a Priority in today's Pandemic, but corruption and austerity measures have reduced public expenditure and crippled social and economic development programs. In the midst of a global health crisis, Mozambique should be given the benefit of reframing her greatest needs in the context of the world's health and economic systems being caught underprepared and overwhelmed by the COVID-19 Pandemic.

Keeping the response to COVID-19 as this study's priority, coupled with historical factors and current factors affecting Mozambique's ability to meet health security SDGs, we have developed three policy recommendations:

First, Urgent Public Health Safety Measures: Mozambique's Ministry of Health (MISAU) should implement mobile phone text-based communication for COVID-19 health security tips. This should include public safety alerts, immediate instruction, service information, as well as links to public health education, which would be facilitated through web-based and cellphone technology. Public Social Cash Transfers (SCTs) or Private Conditional Cash Transfers (CCTs) should be encouraged for individuals or small groups who are interested in promoting basic hygiene education and health services. Text messages are an efficient way to communicate throughout Mozambique and should be sent through all carriers to all cell-phone owners in order to keep as many people informed regarding their physical well-being during the pandemic. Mobile texts can be adopted for all types of public safety alerts including natural or manmade disasters. Mozambique's most pressing need in this historical moment is an improved health care system with immediate instruction and health education facilitated through web-base and cellphone technology.

Second, Knowledge exchange and Remote Education Services: The Ministry of Education should develop and disseminate formal education materials through cell phone and

internet-based avenues to empower rural populations. In addition to distributing urgent COVID-19 health education, this will make information about basic literacy, small business concepts, hygiene, and nutrition more available for adults or children⁴⁷. Individuals can respond to text messages that they have received, or to web-based materials. At certain intervals, quizzes or questions should be open online for students or can be sent to individual cell-phones. This web-based framework for education can be adapted in other government departments and for the private sector through CCTs.

Mozambicans who more readily engage in individual agricultural projects should be partially subsidized through SCTs for agricultural development because agriculture is one of Mozambique's most important economic sectors, and the best way to respond to the economic crisis accompanying the COVID-19 Pandemic. SCTs can aid small scale farmers to engage in ecological awareness programs and climate change certifications from the department of agriculture. Attention to soil erosion and weather emergency warnings must be integrated in this system and adopt a similar communication structure as suggested in the first policy recommendation.

Third, *Market Economy Stimulus*: SCTs and CCTs could be an integral component of economic stimulus as part of an urgent response to the COVID-19 Pandemic and global economic crisis. SCTs can provide a way for the Ministry of Agriculture to respond to the economic crisis accompanying the COVID-19 Pandemic without increasing physical contact or traveling between cities and rural localities. Policies with an emphasis on knowledge exchange should promote SCTs as subsidies for agricultural development or as an aid for individual farmers to engage in ecological awareness programs, such as soil erosion, and climate change certifications from the department of agriculture. The Ministry of Finance is advised to adopt economic stimulus policy that encourages the private sector to implement SDG principles which are measurable through an ESG framework that helps companies promote a market economy and keeps long-term sustainable development goals. Corporations (or agreements between MNCs and local supply chains) adopting this framework could implement aspects of successful social safety measures⁴⁸ such as private CCTs to remote cooperatives or start-up businesses. The

⁴⁷ <http://ceran.svvsd.org/> is an example of child appropriate web-based education tools which may be adapted for smart phones.

⁴⁸ Pedro Lara de Arruda, Centro Internacional de Políticas para o Crescimento Inclusivo (IPC-IG) Policy Setembro 2018. www.ipcig.org ISSN 2318-9118

condition for CCTs should function as a type of knowledge exchange that establishes remote apprenticeship programs, encourages entrepreneurship, or builds skills for small-scale production. This will help rural populations meet local demands for products that are reduced or cut-off during the pandemic because they have typically been distributed from large cities or international ports.

There is immense potential for Social Cash Transfers, such as funding projects to provide Clean Water, reducing Hunger, and eradicating absolute poverty. This remains to be addressed as it goes beyond the scope of my argument. In addition, I believe policy makers need to take the legacies of colonialism and slavery more seriously because they intersect with almost every SDG which requires greater unity and societal trust in order to be achieved. Mozambique could benefit from establishing Truth Commissions for Civil War, War for Independence, and Colonial Legacies of oppression because fear of uncovering the truth is ultimately outweighed by joy of repentance, reconciliation and restoration.

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