

Reconfiguring Military Capabilities into the 21st Century: Reflections on Selected Operational Activities for Development

SB Ramokgadi and KI Theletsane
Stellenbosch University, South Africa

Abstract: The nature of the authoritarian colonial legacies in most countries southern African suggests the need for a transformative agenda in public administration and South Africa is not an exception. In pursuit of this transformative agenda, the researcher argues that the national security and defence management offers the opportunity to build such a theoretical trajectory or theory building in public administration. The common African defence and security policy provides the architectures for the regional competitive strength in promoting non-traditional military responsibilities relating to the protection of people's social, political, economic and cultural values and ways of life – a deviation from the authoritarian colonial legacies that view the citizens as military targets. The regional best practices in support of these non-traditional military responsibilities are explored within the contest of the military knowledge system in pursuit of theory building on military operational activities for development (MOAD). In building this substantive theory, the researchers depend of grounded theory methodology. The central argument in this study advocates the military role in alleviating the socio-spatial inequality in South Africa.

Keywords: Defence management, Grounded theory, Military operational activities for responsibilities, National security, Socio-spatial inequality

1. Introduction

The current debate on theory building in public administration raises major concerns on the fate of the authoritarian colonial legacies in southern African. In the mist of increasing "wave of efforts to reform executive government actions across the world over the past decades" (Hood & Pittsburgh, 2004:267) little or no changes have been made to the devoted "authoritarian legacies of colonialism ... seen in parts of the [African] continent" (Annan 1989). Although some scholars would agree on the "major adjustments to conventional theory" (Kiggundu *et al.*, 1993:66) in view of effecting the transformative agenda in public administration, little is possible in the absence of any research agenda in that line of direction – the decolonisation of public services in southern Africa and include defence and security services. In this particular case, public service is understood as a social phenomenon and interactions among public officials performing administrative and management responsibilities intended to satisfy societal needs in a particular space and time (Thornhill & Van Dijk, 2010:101).

For purposes of mapping the global best practices in providing public services while striving to contribute

towards theory building in the substantive areas of security and defence, the researchers take cue from the lessons learned from selected military experiences in southern Africa. The central line-of-argument in this article purports that the historical military experiences suggest the possibilities for the reconfiguration of current military capabilities, structures and procedures (administrative arrangements) in pursuit of the agenda for durable peace and sustainable development in the 21st century. Furthermore, this article argues that the military responsibility to protect the state, its people and its territorial integrity may be overextended beyond the traditional military role in conflict management to include operational activities for development in Africa – the responsibility to satisfy the basic need of destitute societies within a particular space and time.

In expounding on the foregoing theoretical line of thinking, the following ontological question (Behn, 1995:313; Kirlin, 1996:416) in public management arises:

how do the African people aspire to live, and what is the role of governments in the construction of such a desirable life style within their tradition, space and time?

The simple answer to the foregoing ontological question is that governments regulate the operational activities for development to ensure that 'no one gets left behind or forgotten'. For purposes of contributing towards theory building in the field of public management, the researchers argue that durable peace as a desirable life style in promoting sustainable development is the legitimate responsibility of the national military organisations – the most acceptable policy mandate within the international public sphere of governance.

In justifying the forgoing claims on the basis of ground-breaking research work, four key assessment principles remain relevant (Shepherd 2017:77):

- **A simple theory is a better theory:** In restricting the theory to fewer assumptions, three observations are central to this article: (1) the theoretical connection exists between the military role and durable peace; (2) the theoretical connection exists between durable peace and sustainable development; (3) possibilities exist for the theoretical connection between the military role and sustainable development.
- **A broader theory is a better theory:** In broadening the scope for the emerging facts, the thesis expands the base-line data by engaging relations between the attributes or properties of the military role, durable peace and sustainable development with the view to build substantive theory on the military operational activities for development (MOA4D).
- **A theory with explicit mechanism is a better theory:** The proposed connection between the military role and sustainable development depends on the existing social mechanisms – the existing pieces of legislations, policy frameworks and complementary scholarly contributions that explains the question 'why'.
- **A theory with fewer acceptable alternative explanations is a better theory:** In challenging the alternative claims on the military role, the researcher extends the theory of militarization beyond the traditional military functions related to conflict management and focuses on the non-traditional responsibilities that advance the protection of society and nature within the context of the global agenda for sustainable development – the African dream entrenched in the Defence Review 2015 (South Africa).

Given the foregoing theoretical line of thinking, the aim of this article is to contribute towards theory building in the fields of Public and Development Management Research (PDMR). In doing so, the researchers depend on the existing pieces of legislations, policy frameworks and complementary scholarly contributions that enable the linkages between the military role and durable peace; between durable peace and sustainable development; and possible connection between the military role and sustainable development. In pursuit of the aforesaid research purpose, the article is arranged in five sections. The first section situates the topic within both fields of PDMR and governance practices. The second section addresses methodological issues and justifications. The third section outlines the concepts framing the study. The fourth section seeks to connect the three key concepts: military role, durable peace and sustainable development. The last section is the preliminary conclusions and recommendations.

2. Reflection on Global Governance Practices and Theorization in Public Administration

In the article entitled, "Pan-Africanism since decolonization: from the organization of African Unity (OAU) to the African Union (AU)", Nzongola-Ntalaj the primary objectives of the OAU was to promote the African interests, namely "political self-determination, economic self-reliance, and Pan-African solidarity" (2014:32). These policy objectives guided the activities of the OAU and its subsidiary organs during the Cold War era with reference to three operational dimensions that read as follow (Nzongola-Ntalaj, 2014:32):

- The struggle for the total independence of Africa from colonialism and white settler rule;
- Peaceful resolution of interstate conflict through negotiation, mediation and conciliation; and
- Greater solidarity and economic cooperation among African states.

Besides the foregoing commitments, the existing evidence points to the failure of the OAU in "exercise its right of intervention in cases of state-sponsored terrorism and heinous crimes, including ethnic cleansing and genocide" (Nzongola-Ntalaj, 2014:33). For purposes of this thesis, the notion of armed

struggle is understood as state-sponsored aggression in pursuit of heinous objectives by perpetrators – both governmental and non-governmental practices of commission or omission. Since the replacement of the OAU in January 2002, the African Commission and the regional economic communities (RECs) continue to play greater roles as the regional competitive strengths. Relevant to this study is the regional innovation network that seeks to promote the agenda for sustainable development in southern Africa – the regional competitive strengths that include the rapid military responses to the uncertainties of life in southern Africa.

In exploring the regional competitive strengths in southern Africa, the researcher depends on the theory of regulation that is "largely a theory of control" (Cooke 1992:365) in public administration. The existing evidence points to the existing pieces of legislations and policy frameworks that seek to promote and/or regulate the regional competitive strength in southern Africa through various innovation networks. For example, the Common African Defence and Security Policy (CADSP) extends the definition and scope of defence to encompass the "less traditional, non-military aspects which relate to the protection of the people, political, cultural, social and economic values and ways of life".¹ This innovative policy architecture of common defence and security further places emphasis on human security with reference to the political, social and economic imperatives – the multidimensional notion of security that embraces the following key aspects²:

[H]uman rights; the right to participate fully in the process of governance; the right to equal development as well as the right to have access to resources and the basic necessities of life; the right to protection against poverty; the right to conducive education and health conditions; the right to protection against marginalization on the basis of gender; protection against natural disasters, as well as ecological and environmental degradation.

In promoting the foregoing policy prescripts, the international governmental organisations have been tasked at their various levels of competitive advantage factors. For example, amongst other values forming the basis for the CADSP is the recognition of fundamental link and symbiotic

relationship that exist between security, stability, human security, development and cooperation, in a manner that allows each to reinforce the other. This implies that the competitive advantage of the military role in the protection of the state, society and environment is capable of reinforcing human security, sustainable development and regional cooperation – the symbiotic relationship between the military role and sustainable development that is regulated through pieces of legislations and policy frameworks as a means ensuring that 'no one gets left behind or forgotten'. Furthermore, Thornhill and Van Dijk (2010:99) the government practices of involving the military organisation in development projects is traceable to the national state as the most dominant model in the 16th century – the Prussian administrative arrangement that have succeeded in strengthening the military competence in pursuit of implementing various policy frameworks.

Although Nkuna and Sebola state that "public administration is developed from various strands with diverse approaches" (2012:80) the theorisation of the military role becomes clearer within the confines of military knowledge systems. In the absence of any theoretical strand that deals with the military operational activities for development, Nkuna and Sebola would agree that the current intellectual schema on military governance constitutes a theoretical disaster in pursuit of multidimensional innovation networks. In theorising the organisational role in operational activities for development Thornhill and Van Dijk (2010:106-7) would agree that the discipline of public Administration finds application within the military, political, social, economic and environmental dimensions that define various ways of life.

3. Methodological Issues and Justifications

In an attempt to do justice to the raised ontological question, the researcher find it necessary to separate it into two parts:

1. How do the African people aspire to live;
2. What is the role of governments in the construction of such a desirable life style within their tradition, space and time?

¹ Common African Defence and Security Policy, paragraph 5.

² Ibid, paragraph 6.

The simple answers to the first question relate to global governance practices and suggest that the African traditions aspire to durable peace and sustainable development in people's life time and space³. On the second question, most African constitutions mandate the military organisations to protect the state, its people and its territorial integrity as its primary responsibility or role – the role of government in constructing a desirable life style within the African traditions, space and time.

In deviating from the given simple answers, the researchers take advantage of the existing wealth of empirical evidence (in southern Africa) while optimising "theory building from cases, particularly multiple cases" (Eisenhardt & Graebner, 2007:25). In doing so, the researchers enhance the robustness of the philosophical epistemological and methodological issues⁴ that underpin this study (Carter & Little, 2007:1316; Greene *et al.*, 2008:143).

Philosophical epistemological issues: Although Carter and Little (2007:1317), and Greene and others (2008:148), agree that philosophical epistemology refers to the origin, nature, limits and justification of human knowledge, the latter scholars argue that the nature and limits of knowledge do not point to its simplicity or certainty "but rather what kinds of claims have the potential to be justified as knowledge" (Greene *et al.*, 2008:148) – the emphasis is not placed on the knowledge itself but on how do you know? This implies that the epistemological question seeks to unravel the motive for a person or group of people to believe in something – the curiosity to understand what justifies this particular group or individuals to hold such a belief. In this particular instance, the curiosity to understand what justifies the government to deploy military organisations in operational activities for development – unravelling the external sources such as public authority statements, official reports, formulation and implementation of legislation, policy-decisions and executions as well as archived materials and artefacts. In exploring these primary source materials, Carter and Little advice on the use of reconstructed logic as an "attempt to explicitly formulate, articulate, analyse, or evaluate logic-in-use"⁵ (Carter & Little, 2007:1317).

Methodological issues: The concept of methodology is operationalized as a theory and systems of principles, practices, procedures, expectations, explanations and justification applied in a particular field of knowledge on how research should be conducted (Carter & Little, 2007:1317; Peffers *et al.*, 2007:49-50). Amongst other systems, the research methodology determines the tools to be used in drawing from the existing theories and knowledge; in coming up with answers to pre-determine problems as well as effective communication to the audience–balanced contribution towards knowledge building.

In proving an explicit explanation on the procedures followed, the researchers take cue from Peffers and other (2007:50) on the use of existing theories as the point of departure. In this particular study, the researchers use grounded theory methodological analysis to generate data from the existing pieces of legislations and policy frameworks with the view to establish the theoretical connections between the military role and durable peace, between durable peace and sustainable development, and possible connection between the military role and sustainable development – the connections that underpin the substantive theory on military operational activities for development. Kaplan (1964:18) warns us that methodology in an explanation of the pathway to research and not the method itself. Important at this stage is the observation that methodology justifies the method to be used in this study and include grounded theory approaches, case-based method and phenomenological traditions. (Cater & Little, 2007:1318).

The case-based reasoning is central to this study and focuses on selected legislations and policy frameworks on the military role in promoting peace and durable peace in promoting sustainable development with the view to generate common ideas, concepts, metaphors, attributes, properties and categories that are necessary in substantive theory building. The theoretical sampling and constant comparison are used in generating data and formulation of the envisaged higher order constructs – the military operational activities for development.

³ Report of the Secretary-General on the causes of conflict and the promotion of durable peace and sustainable development in Africa. This report emphasised the importance of DDR in peacekeeping missions, identified the proliferation of small arms as a threat to peace in Africa, and urged the Council to address the issue of illicit arms trade.

⁴ Philosophical epistemology defined as the study of knowledge and how claims of knowledge can be justified (Greene *et al.* 2008:143).

⁵ Kaplan defines logic as what researcher do when they are performing well and use the term logic-in-use to refer to the logic used by the researcher in producing knowledge (2007:1317-8).

4. Concepts Framing the Theory on Military Operational Activities for Development

This section reflects on the key concepts that frame the notion of military operational activities for development. Although these key concepts represent the common ideas, metaphors and categories from the existing pieces of legislations, policy frameworks and complementary scholarly contributions, the researchers submit that the recursive synthesis and analysis of these source materials enable various changes and relationships in the meaning-making process, thus the forthcoming preliminary reflections should be viewed as fundamental.

4.1 Military Knowledge System

The military knowledge systems offer the opportunity to understand the functional strategies underpinning the military operational activities for development (MOA4D). In the discussion that seeks to link the theory of military knowledge system and traditional military practices, surfaces the feature of the MOA4D that enable the theoretical alignment of the military role, durable peace and sustainable development. These distinguishing features are important in establishing the direct relationship between the military role and sustainable development.

Most important is the two mainstream military - theoretical hypothesis used in projecting the nature of future warfare, namely Military Technology Revolution (MTR) and Revolution in Military Affairs (RMA). The concept of MTR is based on the Russian belief that technological capabilities would minimize the use of large ground forces to establish dominance in the battle space. On the other side, the concept of RMA is based on the initial American belief that dominance through superior technology would reduce the relative power of the enemy forces to insignificance. These initial thoughts were adapted following undesirable experiences during Gulf War that led to concomitant asymmetric warfare (e.g. Iraqi insurgency and Osama bin Laden). Furthermore, the unforeseen consequences of the Gulf War affirmed the significance of major considerations that relate to the social, political and economic contexts of warfare – the rationale for re-configuring the military structure and procedures in response to defence and security challenges in the 21st century.

Although the RMA and MTR, as military knowledge systems, may be viewed as American and Russian respectively, both knowledge systems continue to influence decision making in the global military affairs. Amongst others, the RMA is known for projecting the pro-American ideology into future administrative arrangements (structures and procedures) in the use of armed forces while the MTR advocates the totalitarian ideology. In the latter instance, the concept of MTR is a representation of totalitarianism whereby (Bailes, 2015:10):

[A] single group seeks to monopolize all levels of power in order to carry out rapid changes. Such a group seeks particularly to use modern technology and modern bureaucratic organization to achieve the total mobilization of a society for its goals. Its manifest goals are embodied in an ideology: an organized system of thoughts and values that serve as a guide not only to interpreting the world, but also, in the word of Marx, to changing it.

The foregoing discussion illuminates on the concepts of MTR and MRA as the mainstream military knowledge systems that continue to influence critical decisions in the greater global sphere of governance and strategic management issues.

5. Strategic Management

Most strategic management theories focus on the building of competitive advantage factors within various strategic levels and include functional strategy. These levels include, but are not limited to industrial, corporate, business and functional responsibilities while their point of convergence is defined through possible structural and functional integration – the horizontal and vertical networks. The functional level strategy is important for purposes of theory building in this study and is defined as the level at which (Hill, 2017:19):

[D]ifferent functions have the principal or shared responsibility for supporting those factors in a company's market on which it competes. Invariably, the company will compete in several markets and hence each function will need to develop a strategy appropriate to each of these markets. Functional strategy concerns investing in and developing the necessary capabilities to bring this about.

Having borrowed from Hill, the researcher situates the notion of the functional level strategy within the

context of the military knowledge systems⁶ with reference to functional strategic planning. In this particular instance, the functional strategic planning refers to (Joint Publication 5-00.1:105)⁷

The conduct of military operations in peacetime or non-hostile environments. Examples include plans for disaster relief, national assistance, logistics, communications, surveillance, protection ... and evacuation, humanitarian assistance, peacekeeping, peace enforcement, and continuity operations.

Given the foregoing descriptions on the notions of 'functional level strategy' and 'functional strategic planning' the researcher submits that the concept of 'military operational planning' and 'military operational activities' present possible linkages to the former set of functions – the 'functional level strategy' and 'functional strategic planning' respectively. Put differently, the *military operational planning* is a *functional level strategy* while the *military operational activities* are manifestations of the *functional strategy planning*.

The foregoing theoretical linkages suggest possible connections between the military operational activities and decision-making at the level of strategic management. For example, the dropping down of an American U-2 reconnaissance airplane over the island of Cuba on 'Black Saturday', the 27 October 1962, by the Soviet surface-to-air missile (SAM) represents a military operational activity that manifested as an escalation of war by the Russians in the understanding of the American strategic management. Although the American President, Frederick Kennedy's goal was to get rid of the Russian missile (i.e. military operational plan) from the start "by all means possible" (Levchuk, 1917:60), he could not respond militarily to the SAM incident – pointing to the potential of the military operational activity in influencing the decisions of strategic management. In this particular instance, the desirable option for the functional strategic planning was the withdrawal of the nuclear missiles by both the Americans and Russians as a policy solution –the impact of the mutual constitutive nature of military knowledge systems and strategic management decisions.

6. Military Operational Activities

In examining the military operational activities in the post-Cold War period, Richardson and other (2000:25) would suggest the emerging field of Operations Other Than War (OOTW) as the lens through which to explore the changing nature of the military role in the 21st century. These scholars would agree that the scope of OOTW-type problem situations require a comprehensive stance in examining the various features that define the target society and include the natural infrastructure, social-environmental systems and cultural feature such as the role of indigenous institutions. In doing so, the explorer is not required to question the analytical observations around possible "operational activities" but should explore the implication of these basic observations in constructing the functional strategic plan that guides the envisaged military operational activities – the doctrinal linkage between the functional strategic plan and military operational activities.

Although Richardson and other provides a wealth of knowledge on the epistemological grounding of OOTW as a new military perspective in the post-Cold War era, much emphasis is placed on complexity science as opposed to substantive theory building that seeks to addresses specific OOTW-problem situations. The exiting evidence points to the fluid nature of public policy challenges and related policy responses that are bounded within the existing pieces of legislations and policy frameworks as opposed to the uncertainties embraced in chaos theory – the fundamental principle in complexity theory. Put differently, the military response to OOTW-problem situation is confined to the existing pieces of legislations and policy frameworks that are amenable to scientific examination that is relevant for purposes of theory building – the substantive theory building on military operational activities for development.

7. The Process of National Development Assistance

In situating the military operational activities within the agenda for national development assistance,

⁶ Joint doctrine that guides the interagency coordination between the department of defence, government agencies, non-governmental organisations and regional and international organisation in pursuit of a common policy objective.

⁷ Joint Doctrine for Campaign Planning, dated 25 January 2002 - doctrine that governs the joint activities and performance of the Armed Forces of the United States in joint operations and provides the doctrinal basis for US military involvement in multinational and interagency operations

focus is given to the existing development processes that seek to alleviate regional inequalities in southern Africa. Although the political concerns around economic growth continue to provide guidance to policy formulations in addressing regional inequalities and imbalances, little is known about the patterns of uneven achievements of development goals in southern Africa with reference to social and spatial inequalities. In expounding on the impact of social and spatial inequalities in determining and explaining patterns of the uneven distributions in the achievement of predetermined development goals, it becomes necessary to lay the foundation by exploring the processes of national development assistance.

7.1 Spatial Inequalities and Processes of National Development Assistance

In advancing relations between spatial inequalities and processes of national development assistance, the cue is taken from the most popular expansion or capacity-building strategies and are limited to four approaches, namely the restructuring of the state functions, flexibility in regulating the mode of production and consumption, international financialization and selective intervention (Cassiers & Kesteloot, 2012:1912).

7.2 Restructuring of the State Functions

State Cassiers and Kesteloot would agree that multinational corporations that operate in the private redistributive sphere have taken over the production of public good and services – the move that excludes the poorest communities from equitable access to both public goods and biodiversity services at various functional strategic levels of governance. Example of the state responsibilities at the functional strategic level include governance, water, agriculture, food, energy, public health, emergence services, defence industry, chemical industry, banking and finance, information and telecommunication, transportation, postal and shipping (Bush, 2003:35-69).

7.3 Flexibility in Regulating the Mode of Production and Consumption

Flexibility in this instance involves the most prominent mode of organization of production and

depth-financed consumption. The former mode of flexibility advocates the economy of scope and scale of accumulation while the latter advances the expansion of the capital market as opposed to a "single and stable mode of consumption" (Cassiers & Kesteloot, 1912:1811-2). In both instances, flexible regulations in relation to the autonomy of the architecture of the mode of production creates a penetrative divide between the strategic manager and consumers of services on one side, and between the deskilled⁸ and flexible employee on the other side – the foundation for inequitable access to the labour market and consequential uneven⁹ access to the mode of consumptions.

7.4 International Financialisation

The nature of this expansion strategy is informed by the aggressive raising of interest in 1979 by the Americans in view to stabilize the American dollar "as the undisputed centrepiece of a new international financial system" (Küblböck *et al.*, 2010:84). This American expansion system emerges at the collapse of the Bretton Wood system and in response to the pressure against the dollar. Consequent to this unilateral raising of the interest rate, the following observation becomes relevant (Küblböck *et al.*, 2010:84-5):

The dollar exchange rate rose along with interest rates, the swift and dramatic impact on the periphery. Many countries were plunged into a debt crisis and forced to take out IMF loans as their only hope of warding off bankruptcy. ... loans coupled to conditions which included ... radical liberalization of the financial sector ... encouraged financial flow – largely from increased debt service and capital flight – towards the industrial countries of the Northern Hemisphere. ... at the expense of the global South, which experienced a "lost decade" in terms of its development.

Although financialisation as an expansion strategy creates new forms of capital accumulation in response to the deteriorating strategies of accumulation, the recurrent consequences have always been spatial inequalities. For purposes of this study, spatial inequalities are limited to inequitable access to the following public goods: governance, water, agriculture, food, energy, public health, emergence

⁸ The increasing technological innovation reduces the level of the skill of some working class or renders some of these skills obsolete.

⁹ Affordability of various mode of consumption is unevenly distributed among societies

services, defence industry, chemical industry, banking and finance, information and telecommunication, transportation, postal and shipping. Important to note is the impact of neoliberal economic policies in deregulating the markets for public goods and services; and the monetary policy that stabilizes commodity price in a privatized space – leading to "greater inequality in the distribution of income and asserts" (Küblböck *et al.*, 2010:86).

7.5 Selective Interventions

The notion of selective intervention is increasingly gaining popularity in criminal justice system. These concepts are popularly used to in designing programs intended to prevent the first offenders from being fully submerged into the criminal justice system. On the other side, the same concept is used in mental health setting to denote measures of preventing suicide amongst particular groups of societies categorised as being at a higher risk compared to the so-called 'normal' vulnerability to suicide. For purpose of this thesis, the concept of *selective intervention* is understood in line with the theorization of its founding father, Oliver Eaton Williamson who places emphasis on the market and hierarchies. In theorizing the market, Williamson purports that the concerns over the market failure should be understood within the wider policy failures – the social, political, judicial and internal organizational type failures. For example, the absence of policy intervene in response to extreme poverty in a democratic developmental state constitutes a wider social policy failure that is free from concerns over the market dynamics.

The government role is to make executive decisions within the hierarchy of administrative structure and procedures in response to any policy problem situation, and include the concerns over the market. In this particular instance, *selective intervention* is the function of government to regulate the operational activities for development to ensure that 'no one is left behind or forgotten'.

7.5.1 Social Inequalities and Processes of National Development Assistance

7.5.1.1 Social Segregation in a Welfare State

Although racial and ethnic segregation seem to enjoy more political and scholarly attention in the southern Africa, little attention is given to social and economic segregation in southern Africa. This challenge is evident due to the increasing mixed

racial-ethnic categories and poverty concentration in former colonial cities. In the absence of any mono-ethnic or mono-racial groups in a particular human settlement area, it becomes unfounded to speak about racial and/or ethnic segregation in the provision of public good and services. Given the limitation of the conceptualisation of segregation on the basis of race and ethnicity, the new form of segregation involves social and economic factors. In this particular instance, social segregation refers to the "spatial segregation of the population according to their social or socio-economic position" (Musterd, 2005:333). In the absence of a single standard for the spatial level social inequality, then the comparison between the metropolitan areas and peripheral rural regions, therefore, may provide the differences and possible indicators of extreme poverty.

7.5.1.2 Participation in Labour Force

Much has been written on various differences across group that participate in the labour force (Calvo-Armengol & Jackson, 2004:2). This studies suggests that most drop-outs differences is influenced by the level of the educational and race amongst other attributes – the "important part of the inequality is wage across races and that accounting for drop-out actually increases the black-white wage gap" (Calvo-Armengol & Jackson, 2004:2). Given this observations, Calvo-Armengol and Jackson suggest that the existing labour "networks relationships can change as workers are unemployed and loose contact with former connections" (2004:24). Important to this study is the generation of a de-socialization process that emerges from the long-standing unemployment spells and latent internal forces, with resultant removal from the labour market opportunities and the spiralling of the unemployment trap – the formula for inequitable labour market on the basis of marginal educational level and poor social networks.

7.5.1.3 Market-Orientated (Neo-Liberalism) Political Doctrine and Social Cohesion

The reciprocal rise of neo-liberalism and globalisation and the accelerating deterioration of the welfare state point to the changing social structures and steady advancement of capitalist societies (Coburn, 2000:135). Although income inequalities remain neither necessary nor inevitable, the context of inequality continues to influence our understanding of the causal pathways involved in inequality-security/defence status relationship. In this particular instance, any consideration of the

social determinants of security/defence have to take into account the dynamics of a democratic developmental state – the buffering effects of selective intervention or policy frameworks and general regulations that promotes multi-dimensional innovation networks and possible social cohesion. In doing so, Coburn (2000:139) would agree that redistributive policies in democratic developmental states have proven to be important in reducing social inequalities.

The foregoing reflections provide the base-line concepts that frame this study. Furthermore, these concepts are used to probe the selected pieces of legislation, policy frameworks and complementary scholarly contributions in pursuit of theory building in the field of Public and Development Management. These selected sources provide the primary data as a point of departure towards theoretical synthesis and qualitative analysis that underpin this study.

8. Theory Building, Qualitative Synthesis and Analysis

In conceptualizing the notion of theory building, it becomes necessary to begin with the understanding of the meaning of theory in public administration. In doing so, this article takes cue from the study conducted by Shepherd and is entitled "Theory building: A review and integration". This study is relevant since it addresses various approaches used in the building of theory in public administration. In contributing towards theory building in the field of public administration, this article subscribes to the conceptualization of theory that reads as follows (Shepherd, 2017:75):

[A] statement of concepts and their relationship that specifies who, how, and/or why a phenomenon occur within a set of boundary assumptions conditions ... general purpose ... to organize (parsimoniously) and communicate (clearly) ... by offering conjectures that allow for refutation or falsification, and testing.

Given the challenges of ascertaining whether the outcome of relations between concepts will lead to an acceptable theory or not, Shepherd advises on the theorizing outcomes that may be examined in terms of a continuum as opposed to a dichotomy (yes or no). In doing so, the continuum enables the establishment of substantive theory within a mainstream knowledge for purposes of further theorization into a grand theory. In evaluating the

emergent substantive theory, Shepherd establishes that the envisaged theoretical contribution must bridge a gap between two existing theories as the foundation for future research. For purposes of this study, the gap is identified between the theory of *military-peace nexus* and the theory of *peace-development nexus*. In closing this gap, the researchers depend on the existing pieces of legislation and policy frameworks that are synthesized and analysed in pursuit of substantive theory building on the military operational activities for development.

9. Synthesis in Qualitative Research

There is an increasing acknowledgement on the importance of "synthesising qualitative research" (Thomas & Harden, 2008:45) to build theory in the discipline of Public Administration. In this particular instance, thematic synthesis is used to analyse data from the selected pieces of legislation and policy frameworks. Also, the most cited scholarly contributions, including the international authorities that links the military role, durable peace and sustainable development are examined to strengthen the central line-of-argument in this research work. This study is limited to the systematic synthesis (i.e. 'bringing together') of the existing pieces of legislations and policy frameworks into three key issues, namely the military role, durable peace and sustainable development. The thematic synthesis of source documents is intended to 'bring together' the common ideas and concepts, attributes and metaphors into high-order categories while facilitating the explicit production of new concepts and higher-order constructs. The researchers depend on the use of computer software to code the emerging data and to develop new concepts and higher-order constructs. The process of 'bringing together' the common ideas, concepts, attributes, metaphors and emergent constructs with the view to develop new concepts and higher-order constructs constitutes is also depended on qualitative analysis of the emergent data.

10. Analysis in Qualitative Research

Since the concepts of synthesis has been described as the 'bringing together' of pieces of legislation and separated policy frameworks with the view the intention to formulate a new coherent whole, the concept of 'analysis' is defined as 'breaking down' these pieces of legislations and policy frameworks into parts or components (Ritchey, 1991:21), with the intention to build substantive theory on military

operational activities for development (MOA4D). In an attempt to establish the relationship between the concepts of *analysis* and *synthesis*, the following statement becomes relevant (Ritchey, 1991:21):

Analysis and synthesis, as scientific methods always go hand in hand; they complement one another. Every synthesis is built upon the results of the preceding analysis, and every analysis requires a subsequent synthesis in order to verify and correct its results.

Important to note is the 'bringing together' (synthesis) of common ideas, concepts, metaphors and attributes from various pieces of legislations and policy frameworks into three key categories, namely military role, durable peace and sustainable development; that goes hand in hand with the 'breaking down' of the emergent higher categories into new attributes and/or properties and their resultant synthesis into higher-order constructs. This recurrent process in the building of theory involves data coding, categorization and thematic analysis (Table 1). For purposes of this research, data is derived from the official source documents that are interrogated using case-based reasoning and grounded theory methodological analysis.

Case-based and metaphorical reasoning with grounded theory methodological analysis: Case-based reasoning involves the response to policy problem-situation by retrieving relevant cases from memory or archives with similar problem-situations, policy-solution options, and annotations about the courses-of-action taken. This initial step is followed by various adaptations that are informed by grounded theory methodological analysis

(theoretical sampling, coding, constant comparison) to the point of saturation. The most desirable policy solution and action plan that effectively respond to the identified problem-situation are then examined in line with the existing pieces of legislations, policy frameworks and complementary scholarly literature.

In examining the selected legislations and policy frameworks, the researchers follow the metaphorical reasoning that views sustainable development as 'ways of life', military role as a 'way of life' and durable peace as the most 'desirable condition'. Ways of life is defined as the African values, attitude and stance that are entrenched in the existing public legislations and policy framework. In this specific case, the source documents are limited to the national constitutions, national development plans, defence acts, the agenda for sustainable development, and defence reviews of nine countries in the southern Africa region, namely Angola, Botswana, Democratic Republic of Congo, Mozambique, Namibia, South Africa, Tanzania, Zambia and Zimbabwe. In doing so, the researchers establish the common ideas, concepts, attributes, metaphors and categories emerging from this source document. For example, the 2030 Agenda for Sustainable Development and South African Defence Review 2015 share the notion of durable peace as the most desirable condition for development. Emergent in this value, attitude and stance is the shared view that durable peace is a 'way of life'. Furthermore, the constitutions of all selected countries delegate their military forces with responsibility to protect the state, its people and its territorial integrity, another shared view on the responsibility to protect as a 'way of life'.

Table 1: Thematic Analysis Matrix

Thematic Analysis		
Theme/Significant Hypothesis	Basic Categories	Important Concepts/Codes
The <i>duty to protect</i> the state, its people, and its territorial integrity as a <i>legitimate responsibility</i> of the military <i>operational activities</i> for development (MOA4D).	Military role as a - <i>legitimate responsibility</i>	Military knowledge systems Policy problem situation Social determinants
	Durable peace as a - <i>preferred policy solution</i>	Administrative arrangements Preferred policy solution Delegated responsibilities
	Sustainable development as a - <i>policy problem situation</i>	Delegated authority Policy action plan Implementation machinery Competitive advantage factors Collaborative innovation networks

Source: Developed from Glaser & Strauss (1965) and Fereday, J. & Muir-Cochrane, E. (2006)

11. Refutation of Psychological Approach to Militaristic Attitude in Problem-Solving

In investigating the relationship between problem-solving competencies and militaristic attitudes, Nelson and Milburn (2009) use the Scholastic Aptitude Tests Verbal score and grades in Introductory Psychology classes to measure general problem-solving ability. In this specific investigation, the military attitude is related to the *religious/social authoritarianism* and to *social dominance* as opposed to *gun control attitude* or *militaristic attitude* itself with the view to establish the implication for peace education. Although this investigation illuminates on cognitive responses, the notion of social dominance remains fluid and subject to social research as opposed to the cognitive function of the non-military respondents. This article argues that written legislations and policy frameworks are manifestations of social actions that are amendable to public administration research. It is only through the understanding of these written militaristic values, attitude and positional differences or stance that the militaristic 'way of life' can be justified or condemned.

12. Theoretical Connection Between The Military Role and Durable Peace

In addressing the general question raised on the military role in public problem-situations, Goulding (1993) would agree that we need to move beyond the militaristic attitude of war and focus on possible operational activities for development. In exploring possible military operational activities for development (MOA4D), Goulding (1993:451) would agree that cue be taken from the United Nations' declarations on peacekeeping operations. In this specific context, Goulding (1993:452,455) suggests that the notion of peacekeeping operations is the embodiment of modern best practices in preventing armed conflict. It is in the light of global best practices that the researchers seek to establish possible connection between the military role and durable peace.

13. Theoretical Connection Between Durable Peace and Sustainable Development

Kofi Annan's contribution illuminates on the relationship between durable peace and sustainable development in Africa. Annan (2000:1) observes that the "widely held view of Africa as a region in perpetual crisis ... [is] painful reality" (Annan 2000:2).

Annan (2000:3) affirms that military forces have been used in brokering peace agreements in pursuit of sustainable development in Africa. For example, SAS Outeniqua – a currently decommissioned South African sealift vessel – was used during her operational career as a venue for peace negotiations between the then Zaire's President Mobuto Sese Seko and rebel commander Laurent Kabila in early 1997. Although this peace negotiation became unsuccessful, the military roles in the promotion of durable peace for sustainable development cannot go unnoticed. Annan affirms that durable peace is closely related to "social development, environmental protection, human rights and human resources" (2000:4). Furthermore, Annan (2000:5) suggests that the African people are yearning for durable peace and sustainable development and have demonstrated their willingness to commit themselves to this course. Finally, Annan (2000:1) argues that the involvement of academia, governments, civil society and individuals in addressing the challenges related to durable peace and sustainable development is expected to produce desirable 'ways of live' amongst African people. Moreover, Annan (2000:4) states that the UN and Security Council are committed to peacekeeping and humanitarian assistance to retain support from the international communities. This international commitment provides grounding to the theoretical connection between durable peace and sustainable development while the military role is the preferred implementation machinery.

14. Theoretical Connection Between People and Nature

Mebratu (1998) provides an invaluable knowledge on the interdependence of people and nature. Mebratu (1998:493) support the view that the concept of sustainable development is increasingly attracting the interests of academics and policy practitioners worldwide. Parallel to this growing interest, Mebratu (1998:501) observes the presence of intellectual and political struggles in providing the operational meaning to the concept of sustainable development. Furthermore, Mebratu (1998:507) would agree on the rise of modern environmentalism in the 1980s that is increasingly shaping the debate on the meaning of sustainable development. Relevant to this study is the perspective on socio-ecological systems that places emphasis on the interdependence of people and nature. This perspective place advocates the mutual constitutive

nature of social wellbeing and environmental wellness that is necessary in utilising natural services with consciousness for future generations.

Mebratu (1998:507) argues that the relationship between the environmental wellness and popular developmental imaginations constitutes a paradox – the modern capitalist system that can only be overcome through the ecologically sensitive socialist development. On the other side, is the assumption of deep ecology that rejects the environmental reform that is influenced by economic systems only. This perspective argues that economic systems are not feasible solutions to offset the increasing degradation of the environment (Mebratu, 1998:511). Mebratu affirms that contradictions in the current policy reforms can only be addressed through the replacement of the epistemological underpinnings of anthropocentrism with the biocentric egalitarianism. The latter view emphasises the interdependence of people and nature (Naess, 1973; Devall & Sessions, 1985; Lovelock, 2007). The interdependence of people and nature affirms the indispensability of military role in protecting society and nature – the military role in protecting the social and environmental dimension of sustainable development. It is this theoretical connection that needs to be established in future research. The identified key concepts should provide the point of departure for envisaged future research.

15. Conclusion and Recommendations

In conclusion, the central contention presented in this article purports that the historical military experiences suggest the possibilities for the reconfiguration of current military capabilities, structures and procedures (administrative arrangements) in pursuit of the transformative agenda for durable peace and sustainable development in the 21st century. In doing so, the researchers argue the notion of the military role is not limited to the authoritarian colonial legacies in the public sphere of governance but is amenable to adaptation in pursuit of meeting the needs of the people of southern Africa. For purposes of shared understanding, the researchers provide some reflection on key concepts that frame this study as well as on critical methodological issues. Although the researchers follow grounded theory as the point of departure for future theory building on the military operational activities for development, case-based reasoning and metaphorical reasoning are for purposes of effecting triangulation. The key constructs that frames this

article are limited to the military role, durable peace and sustainable development. In establishing the relationship between the military role and durable peace, and between durable peace and sustainable development, the researchers depend on the existing legislation and policy framework, as well as international authorities on conflict management, military operations and environmental management. In establishing possible connections between the military role and sustainable development, the researchers depend on the constitutional prescript that mandate the duty to protect citizens and territorial integrity to the military organisations in southern Africa – the social and environmental dimensions that are central to the study of sustainable development. In responding to possible critiques around militarising the agenda for sustainable development, the researcher provides some refutation of the psychological approach to militaristic attitude in problem-solving on the bases of practice based public administration – policy formulation as a social practice as opposed to cognitive imaginations of non-military individuals.

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