

**AN ANALYSIS OF THE EFFECTS OF DAILY SUBSISTENCE ALLOWANCES
EXPENDITURE ON THE OVERALL BUDGET AND SERVICE GOALS OF
THE MINISTRY OF SAFETY AND SECURITY IN NAMIBIA**

**A THESIS SUBMITTED IN PARTIAL FULFILMENT OF THE
REQUIREMENTS FOR THE DEGREE OF MASTER OF BUSINESS
ADMINISTRATION-FINANCE**

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ABSTRACT

As per the State Finance Act, 1991, to reimburse out-of-pocket expenses for travel expenses incurred when on work-related responsibilities and to encourage staff to attend professional development activities, the Daily subsistence allowances (DSA) rates had to be established. However, weaknesses in the control of daily subsistence allowances expenditure can cause problems, including distortions of human resource systems, fraud, and misuse by the staffs, which has the potential to affect government's objectives adversely through corruption. The purpose of this study was to analyse the effects of daily subsistence allowances expenditure on the overall budget and service goals of the Ministry of Safety and Security in Windhoek, Namibia as from the financial year 2010/2011 to 2015/2016. The analysis of daily subsistence allowances effects on the overall budget identifies the risks of malpractice and fraud and offer suggestions for improvement. The study applied mixed methods. The population size was 174 and the sample size comprised of 108 respondents. The research instrument used in this study was a self-administered questionnaire, distributed to 108 respondents. The study found out that, overspending has become the order of the day and this is done at the expense of service delivery. There was too much movement of members for the same mission and time. This revealed that there are no proper measures to control the activities when it comes to official missions. Sometimes staffs have created unnecessary missions just to earn extra income to solve their problems, and this harms daily subsistence allowances expenditure and the Ministry's overall budget. In addition to that, the study also found that there was a lack of financial control measures caused by poor management and lack of accountability regarding the use of daily subsistence allowances in the line Ministry. Given the findings of the research, the researcher recommends that the Ministry of Safety and Security should make a yearly plan for their missions, which the line Minister are supposed to know by the beginning of the year. The Mission Committee must be the one in charge of the planning of the mission, organising, approval and knowing who is travelling while ensuring that people are rotating fairly. This will help to improve the effectiveness of managing the Daily Subsistence Allowances expenditure.

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ABBREVIATIONS AND ACRONYMS

Abbreviation	Representation
%	Percentage
α	Alpha
A	Agree
D	Disagree
D	The degree of precision
DSA	Daily Subsistence Allowances
EFT	Electronic Fund Transfer
IG	Inspector General
MBA	Master of Business Administration
MOF	Ministry of Finance
MSS	Ministry of Safety and Security
N	Neutral
NBS	Namibia Business School
No.	Number
Nr	Sample size
P	The proportion of the population
Q	$1-p = (1 - \text{Proportion of the population})$
QDM	Qualitative Data Methods
S&T	Subsistence and Travel Allowances
SA	Strongly agree
SD	Strongly disagree
UNAM	University of Namibia

Source: Author's work

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DECLARATION

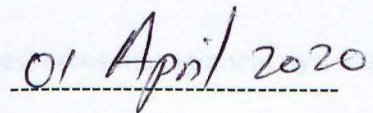
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Raimo Egumbo



Date

CHAPTER 1

INTRODUCTION

1.1 Background of the Study

This research is about an analysis of the effects of daily subsistence allowances expenditure on the overall budget and service goals of the Ministry of Safety and Security in Windhoek, Namibia's capital city as from the financial years 2010/2011 to 2015/2016. According to the State Finance Act, 1991, daily subsistence and allowances (DSA) are defined as daily allowances intended to compensate staff members of public and private organisations for extra expenses incurred when on work-related responsibilities or when they travel away from their normal duty station or quarters.

Daily subsistence allowance rates are determined and payable according to set rules and standards. The primary concern with DSA expenditure is that individuals' increases their compensation through the practice of manipulation or travelling decisions are made in ways that favour some staff over others (Vian, Miller, Themba, and Bukuliki, 2011).

Daily subsistence allowance has shown to distort human resources management systems by shifting the focus of work from routine tasks to workshops attendance and to tasks within specific programs for which DSA are available (Vain, 2009). The study also used the more general term 'Subsistence & Travel Allowances' (S&T) when referring to prospectively determined 'DSA. In the remainder of this document, the study uses these terms interchangeably.

1.2 Statement of the Problem

As per the State Finance Act, 1991, to reimburse out-of-pocket expenses for travel expenses incurred when on work-related responsibilities and to encourage staff to attend professional development activities the Daily subsistence allowance rates had to be established. While the disbursement of such payments may function well and cost-effectively in most settings, the weaknesses in the control of DSA expenditure can cause problems, including distortions of human resource systems, fraud, and misuse by the staff. These have the potential to adversely affect the government's objectives through corruption.

According to Van Vuuren (2008), the trips or travel not related to the official business of the institution cannot be paid daily subsistence allowances. Similarly, the regulatory framework of Travelling and Subsistence Allowances specifies that the allowances are not to compensate an official to enable him/her to entertain; or to cover travelling expenses to the place of work, or to compensate for any inconvenience or to supplement a salary.

The exposure to the daily subsistence allowance expenditure continues to be the leading source of expenditure problem in government institutions. The controlling officers' exercise formal control procedures in the civil service depending on the attitude. In this vein, as per the Estimate of Revenue, Income and Expenditure, 01 April 2010 to 31 March 2016 report, the MSS had allocated 0.27% of its budget to DSA. The travel expenditure is a small proportion of the central government expenditure but is of high public interest and misuse can cause serious reputational damage.

The size of the expenditure report as per the financial years 2010/2011-2015/2016 (N\$66301760.55; N\$71511411.49; N\$61670034.45; N\$66034639.42; N\$81763419.33) proof that the proportion of the budget spent on travel-related allowances as unsustainable and in dire need of trimming as it can aggravate the country's budget to the deficit problem. The inflated budgetary provisions generated criticism expressed in terms of the resources available and the volume of excessive travel and unnecessary compensation for trips. DSA constitutes a large proportion of the total emoluments of civil servants and thus takes on the character of salary supplement rather than reimbursement of expenses and as a result needs to be managed carefully (Ileka, 2017).

1.3 Objectives of the Study

The development of appropriate research objectives is crucial in planning the research strategy and methods. Bryman (2008) stated that unclear research objectives could lead to unfocused research and make the researcher unsure regarding what the research is about, and the purpose of the data collected. Suitable research objectives help a researcher establish a strong foundation, to further identify the appropriate units of the study, and research design and methods to carry out the study of interest.

1.3.1 Limitation of the Study

The main objective of the study was to analyse the effects of daily subsistence allowances expenditure on the overall budget and service goals of the MSS. The study developed specific objectives to organise further analysis and logical. The specific objectives were as follows:

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- To analyse the control measures for regulating the use of daily subsistence allowances.
- To identify the risks of malpractice and fraud through daily subsistence allowances and offer suggestions for improvement.

1.4 The significance of the Study

The study will be of great benefit to the Namibian government, especially the line Ministry of Safety and Security. In turn, government institutions and related relevant stakeholders within the line ministries will be able to analyse their expenditures on DSA critically. The results of the study will provide information that empowers the government official with authority to make or influence policy related to human resources management and allowances to understand whether they are getting value for the money expends on DSA travel cost for the civil servants. In addition to that, the research will also enlighten government staff who makes decision-related to approving program plan and spending travel budgets to draft policies that strengthen the country's budget transparency. For any academic work, contributing to the body of human knowledge is its foremost goal and ultimate value. This study makes it possible for future comparative research on this subject.

1.5 Limitation of the Study

This research examined the effects of daily subsistence allowances expenditure on the overall budget and service goals of the Ministry of Safety and Security in Windhoek, Namibia. The alternative types of regional headquarters were not included in the research. Due to the limited scope of the study, it was difficult to determine the full population the

study was interested. The DSA practice of the country illustrated a broader perspective in the findings of the study. However, the findings could not be generalised to the whole DSA practice of Namibia. taking into consideration that the MSS oversees the safety and security of the country, with a larger number of employees and excessive travel financed activities in the country, as well as what may happen to other line ministries with the same DSA practice. The resources constraints precluded quantitative methods of data gathering that would have allowed for statistical analysis. The respondents could not divulge information on questions they deemed sensitive and personal. There were non-published data sources, lack of publicly available data and the researcher had limited knowledge of what the ministry spends overall on travel and lacks comprehensive expenditure information. This means that the study's findings could not be generalised to the entire population of the country.

1.6 Delimitation of the Study

This research delimited to an analysis of the effects of daily subsistence allowances expenditure on the overall budget and service goals of the Ministry of Safety and Security in Windhoek, Namibia's capital city as from the financial years 2010/2011 to 2015/2016. The delimitations of the study are in light of the sample setting and location, and this reduced the scope of the study. The target population of the study was all human resource employees, the accounting personnel as well as management personnel who are directly concerned with DSA expenditure in the Ministry of Safety and Security only.

1.8 Research outline

This research is divided into five chapters. The chapters are outlined as follows: Chapter 1 covers the background of the study, statement of the problem as to what extent the Ministry of Safety and Security has been managing the DSA. The objectives and significance of the study are also discussed in this chapter. Finally, the limitations and delimitations were covered in this first chapter.

Chapter 2 is about literature review of all the related previous studies concerning the purposes of Daily Subsistence Allowances, challenges and previous researches on Daily Subsistence Allowances in the Ministry of Safety and Security. In addition to that, it also covers the theories of motivation, training, and development of employees as well as motivation in the workplace. This chapter discusses different researches and views of different scholars on DSA.

Chapter 3 is mainly about research methodologies to carry out this research. The study's research design employed a qualitative and quantitative approach. The questionnaire was the main research instrument used to collect data using a sample of 108 participants working in the MSS. This chapter outlines how the data was collected using the ethical considerations of research.

Chapter 4 is about the results of the study and analysis of data collected which were based on the research questions on the questionnaire. The data collected was analysed and presented in tables and pie charts.

Chapter 5 concentrates on the study's main findings and the recommendations made to the relevant stakeholders in the line Ministry of Safety and Security. The chapter ends with a conclusion and pointing to further studies followed by appendix A and B about the granted permission to carry out this research and the questionnaire used to gather data.

CHAPTER 2

LITERATURE REVIEW

2.1 Introduction

This chapter is mainly focussing on literature review, especially, on what is already known about this field of study and the previous researchers on the same topic. Existing literature related to the topic was the first stage of the research. It helped to develop the research purpose and research questions. Related literature can give several broad ideas, support or contradict premature objectives of the researcher, and can thus cause the building up of a foundation for further studies. The concepts extracted from the literature helped to formulate the research questionnaires. Various scholars have researched about Daily Subsistence Allowances in different disciplines, but the researcher mainly focussed on the Ministry of Safety and Security in Windhoek, Namibia. The ministry was chosen because of the researcher's knowledge there had been no related research done on the ministry and this was a gap not yet researched. The purposes of Daily Subsistence Allowance, its challenges, and theories on motivation were covered in this chapter.

2.2 Purposes of daily subsistence allowances

This research looks at some of the conceptual policies that explain the theories that apply to principles and the criteria for assessment and challenges in respect of the research problem, that is, the effective management of DSA in the MSS. The Ministry of Finance Treasury Circular 6, of 1995 in conjunction with Public Service Rules, define daily subsistence allowance as a payment of subsistence expenses which will be given to an

official who qualifies to be away from the headquarters on an official mission and is tax-exempt.

According to the regulatory framework of Travelling and Subsistence Allowances, there are two basic systems for reimbursement of travel costs: (i) reimbursing actual expenses incurred upon production of original receipts, and (ii) payment in cash. Notwithstanding the accuracy of DSA rates as averages of anticipated costs of travel, they encourage 'gaming' of the system or rent-seeking behaviour since there is normally a discrepancy between actual expenses and the average rates (Policy Forum, 2009). The DSA advance given shall not exceed the estimated expenditure for the period of an official's anticipated absence. In the case where the period of absence exceeds one month, the advance shall not exceed an amount equal to the estimated expenditure for thirty days.

Treasury Instruction NA0501 further provides that where journeys are undertaken beyond the borders of Namibia; obtain prior approval of the Accounting Officer of the controlling Ministry. The provision of quality public services is a central task of government, which requires a competent civil service. Therefore, the states attach great importance to enhancing the skills of their staff through training and improved civil service. Governments implement travel and training programs to build capacity or to introduce new approaches and strategies. As a result, significant resources are allocated to seminars and workshops for civil servants.

These activities should contribute to increasing the capacity of civil servants and to enhancing bureaucratic efficiency. However, researchers suggest that travel and training programs are often organised and attended for the mere purpose of obtaining extra income (Cooksey, 2010; Vian, 2009).

The salary level differentiates the official DSA rates of the Namibian government and is tax-exempt. Government Public Staff Service Rule (PSSR) Chapter DIII section 5 (2) of the Public Service Act, 1995, Act 13 of 1995, through the Office of Prime Minister, introduced the policy and guidelines of paying public servants' money, to assist them while performing official work away from their home. The compensation includes Daily Subsistence Allowance, camping allowance, clothing and kilometre rate, for a member of the management cadre who used own motor vehicle, car scheme and also for professional members who make use of private vehicles on official duty.

The motor vehicle allowances are exempt up to an amount of N\$2.50 per kilometre and this is only applicable for the member of management cadre and the professional members of the Ministry and not to the lower management level. It is a requirement to keep a record of kilometres travelled to claim the exempt up to N\$3 per kilometre. The payment of allowances encourages employees to travel with their private cars. The policy manual indicates that an employee, a manager and person upon approval is entitled to vehicle mileage when he or she uses one's private vehicle.

The DSA system consists of local travel and travel abroad. Daily subsistence allowance is payable to staff members when utilizing the facilities for accommodation such as hotel, guest house, boarding house, lodges or guest farms and sleeping amenities on any land surface transportation. The research covers the most recent revised DSA rates as per table 2.1, (Rate 1, Rate 2 and Rate 3) applicable to domestic travel as released in the 2008 Namibian government circular.

Rate 1: The rate includes expenses necessarily incurred for accommodation, meals and incidental expenses. When claiming Rate 1 submit no receipts. On submitting the receipts, full separate payment of the expenses regarding travelling are paid. Any expenses more than this rate must be borne by the staff member him/herself.

Rate 2: This rate includes expenses necessarily incurred for meals and incidental expenses. When claiming Rate 2 submit no receipts. On submitting the receipts, separate travelling and accommodation expenses are paid. The cost of accommodation may not be more than the difference between Rate 1 and Rate 2. Any expenses more than this rate must be borne by the staff member him/herself.

Rate 3: This rate includes only incidental expenses such as telephone calls, laundry, and airport tax, and taxis, etc. When claiming Rate 3 submit no receipts. On submitting the receipts, separate expenses concerning travelling, accommodation and meals are paid. The cost of accommodation may not be more than the difference between Rate 1 and Rate 3. Claim any

expenses more than this rate. Receipts must support such claim, and at the discretion of the permanent secretary which will be paid.

Table 2.1: Official DSA rates for civil servants payable for travel in Namibia for staff members

Rate 1: Accommodation, meals and incidental expenses (1 November 2008). Travelling expenses are paid in full separately

DSA is payable when residing at an accommodation facility as defined in PSSR D.III/4.2 in the following region/city/town/village	Level of Echelons									
	Secretary to cabinet		Permanent Secretary and equal grades (unless otherwise stated)		Chief Services	Uniformed	Deputy Secretary and equal grades	Director- Secretary and equal grades	Professionals and all staff members below the management cadre	
			Chairperson: ECN		Deputy Secretary and equal grades (unless otherwise stated)	Permanent and equal grades	Chair and Members of statutory boards, etc.	Member: ECN		
	Day	Hour	Day	Hour	Day	Hour	Day	Hour	Day	Hour
Khomas region										
Windhoek	969	40	899	37	830	35	761	32	692	29
Erongo region										
Swakopmund	896	37	832	35	768	32	704	29	640	27
Elsewhere in region	771	32	716	30	661	28	605	25	550	23
Hardap region										
Mariental	788	33	732	31	676	28	619	26	563	23
Elsewhere in region	611	25	568	24	524	22	480	20	437	18
Karas region										
Keetmanshoop	837	35	777	32	717	30	657	27	598	25
Elsewhere in region	664	28	617	26	569	24	522	22	474	20
Omaheke region										
Gobabis	708	30	657	27	607	25	556	23	506	21
Elsewhere in region	563	23	523	22	483	20	442	18	402	17
Otjozondjupa region										
Otjiwarongo	978	41	683	38	839	35	769	32	699	29
Elsewhere in region	735	31	908	28	630	26	578	24	525	22
Kunene region										
Opuwo	1168	49	1085	45	1001	42	918	38	834	35
Elsewhere in region	800	33	743	31	685	29	628	26	571	24
Omusati region										
Outapi	785	33	729	30	673	28	617	26	561	23
Elsewhere in region	627	26	583	24	538	22	493	21	448	19
Oshana region										
Oshakati	998	42	926	39	855	36	784	33	713	30
Elsewhere in region	861	36	799	33	738	31	676	28	615	26
Ohangwena region										
Eenhana	660	28	612	26	565	24	518	22	471	20
Elsewhere in region	871	36	808	34	746	31	684	29	622	26
Oshikoto region										
Tsumeb	883	37	820	34	757	32	694	29	631	26
Elsewhere in region	735	31	683	28	630	26	578	24	525	22
Okavango region										
Rundu	993	41	922	38	851	35	780	33	709	30
Elsewhere in region	871	36	808	34	746	31	684	29	622	26
Caprivi region										
Katima Mulilo	986	41	916	38	845	35	775	32	704	29

Elsewhere in region	871	36	808	34	746	31	684	29	622	26
Rate 2: Meals and incidental expenses (1 October 2008). Traveling and accommodation expenses are paid in full separately										
All regions	364	15	338	14	312	13	286	12	260	11
Rate 3: Incidental expenses (1 October 2008). Traveling and accommodation expenses are paid in full separately										
All regions	84	4	78	3	72	3	66	3	60	3

Source: Government Public Staff Service Rule (PSSR) Chapter DIII section 5 (2) of the Public Service Act, 1995, Act 13 of 1995

The daily subsistence allowance is payable for accommodation, daily allowance, transport, the journeys taken either by air; road or train and clothing allowances after every two years when travelling to extremely cold weather countries. The clothing allowance that was part of the budget which people were given was N\$90,000 from 1987 and has since increased up to N\$124,000. This allowance only applies to extreme climatic conditions in some countries outside Southern African Development Countries, where travellers were authorised to buy their winter clothing before travel, and for that, proof of purchase invoice was required (The Government Public Staff Service Rule (PSSR) Chapter DIII section 5 (2) of the Public Service Act, 1995, Act 13 of 1995).

The ministry has categories of the higher-level echelon of administration, middle-level echelon of administration and lower-level echelon of administration. Higher-level echelons include Inspector General of the police (IG), Commissioners and Directors; middle levels echelons include Deputy Directors, Chief Accountants/Human resources officers, and senior Accountants, inspectors; and lower levels echelons include Accountants, Warrant officers, Sergeants, Constables, General workers, and Drivers.

2.5 Theories on motivation and the benefits of daily subsistence allowances as a motivational factor

According to Hendon and Lussier (2013), motivation is the willingness to achieve organisational objectives, which in turn will increase organisational productivity and performance. The existing theories of motivation were of great benefit on organisational productivity and the performance perspective, in carrying out this research on the analysis of the effects of daily subsistence allowances expenditure on the overall budget and service goals of the Ministry of Safety and Security.

2.5.1 Maslow's Hierarchy of Needs

Maslow as cited in Swanepoel *et al.*, (2014) indicated physiological needs as the basis upon which employees need to lead a comfortable life. Armstrong and Taylor (2014) argued that physiological needs include food; shelter; clean water and clothes. The presence of these basic physiological needs facilitates a comfortable life for an employee while absence or inadequacy causes discomfort. Discomfort creates tension and may lead to stress. A stressed employee loses task concentration at work; hence, this may lead to low productivity. Low productivity leads to poor organisational performance. The ultimate result is ineffectiveness and inefficiencies resulting in poor delivery of the intended objectives. Therefore, though the absence of satisfaction of physiological needs is an individual challenge, it spills over and affects organisational performance.

2.5.2 Herzberg's Two –Factor Theory (Job satisfaction or dissatisfaction two-factor theory)

According to Prasad (2016), video-based training demonstrates training creatively with visual impact, where employees can learn and retain important information easily. Carrell *et al.*, (2015) distinguished between motivators and hygiene factors – they were quoting Herzberg's two- factor theory. These factors affect job satisfaction and job dissatisfaction independently. The salary, fringe benefits, working conditions, and job security are hygiene factors, which can create dissatisfaction. However, Kelchner, (2013) stated that older workers in the job market often face covert age discrimination. Carrell *et al.*, (2015) further argued that tension would result if employees perceive that the organisation treated them unfairly. The perception of inequity causes an unpleasant emotional state that may cause employees to reduce their future efforts, change their perceptions regarding rewards for their work efforts or leave the organisation. On the other hand, respondents that were not happy voiced much dissatisfaction about per diems, stating that they create conflict, contribute to a negative organisational culture where people expect to be paid for all activities, and leads to negative changes in work time allocation.

The motivating factors that create satisfaction are challenging nature of work; recognition; achievement and personal advancement. Carrell *et al.*, (2015) posited that motivators work more powerfully than hygiene factors as employees can achieve targets, get recognition, are given responsibilities, grow, and learn on the job. In organisations, employees are usually motivated to work harder if they are given challenging work and their

contributions and achievements are recognised. Therefore, the employer must reward and recognise everyone according to his or her contributions (Kelchner, 2013).

Furthermore, Gerhart, Hollenbeck, Noe, and Wright (2015) argued that, for most people, work is their primary source of income and financial security. However, one cannot ignore the influence of the job incumbent, the job itself, and the surrounding people in terms of influencing job satisfaction. It is recognized that for some people better pay and benefits are reflections of self-worth; therefore, pay satisfaction takes critical significance when it comes to retentions. The financial security, better pay and benefits negatively affect the performance of the organisation.

Hence, the employer should take care of their employees in terms of job security and better pay benefits, because when it comes to retention, employees lured away from one organisation by another are often lured with promises of higher pay levels. Therefore, the states attach great importance to enhancing the skills of their staff through training and improved civil service. Governments implement travel and training programs to build capacity or to introduce new approaches and strategies. As a result, significant resources are allocated to seminars and workshops for civil servants. These activities should contribute to increasing the capacity of civil servants and to enhancing bureaucratic efficiency. However, research suggests that travel and training programs are often organised and attended for the mere purpose of obtaining extra income (Cooksey 2010; Vian 2009).

2.5.3 Equity theory

Hendon and Lussier (2013) stated that, on the equity theory of motivation, people compare their inputs such as efforts, loyalty, hard work, commitment, skills, ability, experience, seniority, trust, support of colleagues; financial rewards like, pay, benefits, perks and intangible outputs such as praise, recognition, status, job security and sense of advancement and achievement relevance to others from other organisations. Mello, (2015:490) agreed with Hendon and Lussier that workers assess their perceived inputs to their work and their outcomes to those of others in other organisations.

Moreover, Mello, (2015) indicated that all employees should feel that they are compensated fairly to their co-workers and to individuals who hold comparable jobs in other organisations. Gerhart *et al.*, (2015) argued that, for most people, work is their primary source of income and financial security. However, one cannot ignore the influence of the job incumbent, the job itself, and the surrounding people in terms of influencing job satisfaction. It is recognized that for some people better pay and benefits are reflections of self-worth; therefore, pay satisfaction takes critical significance when it comes to retention. Without financial security, better pay and benefits the performance of the organisation is negatively affected.

Carrell *et al.*, (2015) further argue that if the organisation unfairly treated employees, tension will result. The perception of inequity causes an unpleasant emotional state that may cause employees to reduce their future efforts, change their perceptions regarding rewards for their work efforts or leave the organisation. Mello, (2015) states that, when

individuals perceived treated inequitably relative to their peers, they usually try to establish equity by increasing their outcomes or decreasing their inputs. Armstrong and Taylor (2014) argued that physiological needs include food; shelter; clean water and clothes. The presence of these basic physiological needs facilitates the comfortable life of an employee while absence or inadequacy causes discomfort. Discomfort creates tension and may lead to stress.

Increasing outcomes might involve asking for additional compensation or stealing from the organisation. In this case, the individual might use inequality to justify the theft. Decreasing inputs might involve not working as hard, taking longer breaks, coming in late, leaving early, or resigning. Employees' views of putting in too much effort in work, while receiving too little, tend to withdraw their labour and performance drop drastically (Mello, 2015).

Mello, (2015) noted that the management of organisations should design an equitable compensation system which covers equity at internal, external and individual levels. The internal equity involves the perceived fairness of pay differentials among different jobs within the organisations. The external equity involves employee perception of the fairness of their compensation relative to those outside the organisation. The individual equity considers employee perceptions of pay differentials among individuals who hold identical jobs in the same organisation.

Mello, (2015) further stated that the above three perceptions of equity directly influence motivation, commitment, and performance of the job. Therefore, organisations should consider several key strategic issues in setting their compensation policies and programs which include compensation relative to the market, the balance between fixed and variable compensation, utilisation of individual versus team-based pay, the appropriate mix of financial and nonfinancial compensation as well as developing an overall cost-effective program that results in high performance.

2.5.4 Training and development

Mello, (2015) identified training and development of employees as the key strategic issue for organisations by which organisations determine the extent to which their human investments are viable. Organisations should take a holistic view of training and development because the return on investment in training and development may be difficult to quantify especially in the short run. The types of training as an independent variable comprises of on-the-job training and off-the-job training. How they affect the dependent variables. The dependent variables are performance and competitive advantages as indicated in Figure 2.1 below. Under on-the-job training regarding their influence on performance, drill, induction, case study and mentoring are considered. Tom and Frances (2007) postulate that organisations that make use of on-the-job training allow employees to learn practically, with task-specific knowledge and skills in the work area. Off-the-job training sub-activities comprises of lectures, vestibule training, role-playing and audio-visual.

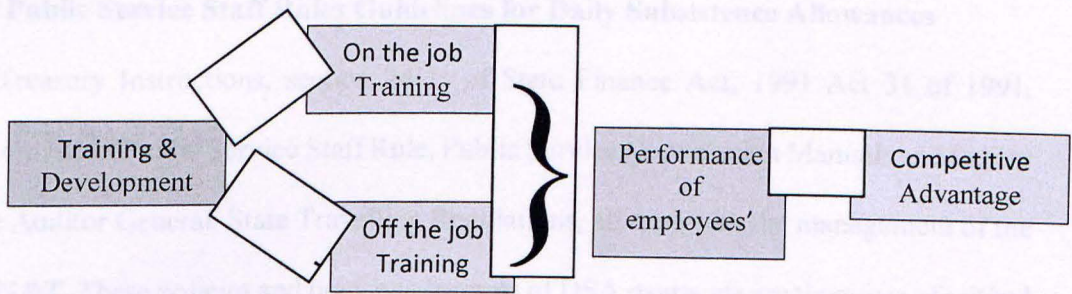


Figure 2.1: Training & Development

Source: Bulletin of the Transylvania University of Brasov: Economic Sciences (2014).

2.5.5 Motivation in the workplace to improve employee performance

The researcher indicated that motivation is the key to performance improvement. Most employees need the motivation to feel good about their jobs and perform optimally. Hence, motivation in the workplace improves employee performance. Money motivates some employees while others find recognition and rewards personally motivating. Motivated employees perform to the best of their abilities. Motivation levels within the workplace have a direct impact on employee performance. Ganta, (2014) theorised that unmotivated employees are likely to spend little or no effort in their jobs, avoiding workplace, perform poorly and are likely to resign. On the other hand, employees who feel motivated to work are likely to be persistent, creative and productive and perform their duties diligently. Hence, employees need to get to know their employees very well and use different strategies to motivate each of them based on their wants and needs.

2.5.6 Public Service Staff Rules Guidelines for Daily Subsistence Allowances

The Treasury Instructions, section 24(1) of State Finance Act, 1991 Act 31 of 1991, chapter DIII of Public Service Staff Rule, Public Service Commission Manuals and Report of the Auditor General, State Travelling Regulations, all deal with the management of the DSA/S&T. These policies and practices in terms of DSA payments are therefore of critical importance.

2.5.7 Managing the travelling allowances effectively in the organisation

The policy manual of the City of Cape Town Municipality states that to promote cost-effectiveness, management should make use of a travel management consultant in managing its allowances for travels, subsistence, and accommodation for officials. Also, Treasury Instructions state that the Offices/Ministries/Agencies (O/M/A) are to keep a manual commitment register to ensure that advances are committed against available funds, since the S&T advances do not come off the budget, but are debited to a suspense account. Like any other commitments, it cannot reflect as a commitment against the budget at the time of processing, record accurately this expenditure.

2.6 Empirical studies

The following section of the research study will cover the empirical studies from other authors and researchers.

2.6.1 Challenges of daily subsistence allowances expenditure

From a government perspective, expenditure on DSA is an organisational problem. The staff, as well as the managers, could forge receipts and produce fake seminar attendance sheets. Furthermore, in many cases, civil servants can attend training sessions or court proceedings just long enough to obtain the offered allowance. A large proportion of staff payments is allocated informally, i.e., in a discretionary way and at variance with the public interest (Cooksey, 2010; Vian, 2009).

The abuse seemed more common in the government sector due to low pay and weaker controls. Kelchner, (2013), states that older workers in the job market often face covert age discrimination. Carrell, Ebert, Hatfield, and Warnich (2015) further argues that if the organisation unfairly treated employees, tension will result. The perception of inequity causes an unpleasant emotional state that may cause employees to reduce their future efforts, change their perceptions regarding rewards for their work efforts or leave the organisation.

Søreide, Tostensen, and Skage (2012) noted that experts had identified many ways in which people can misuse DSA, motivated by the desire to maximise opportunities to earn DSA and to increase the days and the amount gained. Employees may distort work plans and strategies, conduct unnecessary field trips or attend training they do not need, or even commit fraud. Søreide et al., (2012) argued that three main factors are contributing to facilitating this type of practice, which is insufficient controls, management (dis)incentives, and donors' role and attitudes. The manipulation of the travel

compensation system to offer extra payments to their staff and inflated their unit's budgets to create fiscal space for the. The impact of these practices is excessive travel, budget losses, and corruption, which increases costs and prevent government institutions from reaching service goals in a timely way (Jack, 2009). There is a de facto opportunity for civil servants to benefit more in donor-financed programs; the allowances are means to attract participants to seminars partly because the rates are higher. One consequence is that when other agencies replicate similar training sessions, there is an economic incentive for staff to participate repeatedly in them to obtain more payments instead of prioritising other tasks (Søreide *et al.*, 2012).

Manipulated work practices maximize financial gain by skirting work scheduling

Søreide *et al.*, (2012) carried out a study entitled "The use of travel allowance & per-diem rate as a motivating factor for participants in training or workshops. The researcher used questioner and interview techniques for data collection and employing sequential explanatory design with the view to using qualitative results to assist in explaining and interpreting the findings of a primarily quantitative study. The study has found that per-diem and travel allowance rate affected motivating employees to attend training or workshops, therefore, the higher the per-diem rate and travel allowance the more employees are motivated in attending the training and workshop activities. The primary purpose of per-diem was reimbursing travel expenses and not to remunerate staff these findings drive to the conclusion. If the per-diem rate is more than the actual cost, employees are motivated to participate in unnecessary meeting or workshop. In contrary, if the rate of per-diem is not enough to cover the expenditure related with travel, the participants or employees pursue illegal mechanism to compensate their expenses like

inflating the training days, manipulating or falsifying the documents. Policy implementation might help reduce per-diem abuse by introducing tighter financial control & enhancing transparency.

Vian, Miller, Themba, and Bukuliki (2013) explored attitudes about per diems, benefits and problems for organisations and individuals, and risks and patterns of abuse. The study found that per-diems are essential as it encourages training, increased staff motivation and supplement salary.

Manipulated work practices maximise financial gain by slowing work, scheduling unnecessary training, or exaggerating time needed tasks, (Søreide *et al.*, 2012). Officials may appropriate per diems meant for others or engage in various forms of fraud for personal financial gain. Carrell *et al.*, (2015) further argue that if the organisation unfairly treated employees, tension will result. Vian *et al.*, (2013) state that abuse seemed more common in the government sector due to low pay and weaker controls.

2.7 Summary

This chapter discussed the literature review of all the related previous studies concerning the purposes of Daily Subsistence Allowances, challenges and previous researches on Daily Subsistence Allowances in the Ministry of Safety and Security. In addition to that, it also covers the theories of motivation and the benefits of DSA as motivational factor, training, and development of employees in the workplace. This chapter ends with the discussions from different researches and views of different scholars on DSA.

CHAPTER 3

RESEARCH METHODS

In this chapter presents the main methodological approach. The chapter includes eight parts. The general research presents design used to conduct this study in the first part of the chapter. The second part introduces the population of this study. The third part discusses the sample for the study. The fourth part discusses the research instruments for data collection. The fifth part of the chapter outlines the procedure used for conducting the study. The sixth part discusses the data analysis for this study. The seventh part discussed research ethics. The second last portion presents a discussion on issues of validity and reliability of the study. The chapter ends with a summary.

3.1 Research Design

The research design deals with at least four problems: what objectives to study, data captivity and the relevance and the analysis of the collected data. Colloquially, a research design that provides a logical plan for getting from here to there defines an establishing initial set of objectives answering and then pursuing a set of conclusions about these objectives (Yin, 2009).

As previously mentioned, research objectives help to define the appropriate strategy for the study. The research objectives outlined in chapter 1 shows that the approach of the study was a Sequential explanatory research design. The study design was a case study - an approach that uses an in-depth investigation of one or more examples of a current social

phenomenon, utilizing a variety of sources of data (Jupp, p.20). Another definition is from Yin (2014) quoted by Harrison et al (2017) postulates that case study focuses on the scope, process, and methodological characteristics of case study research, emphasizing the nature of inquiry as being empirical, and the importance of context to the case. The study incorporated a literature survey, sequential explanatory research techniques since it was more descriptive as compared to numeracy. The secondary data was obtained from consolidated financial reports for the Ministry of Safety & Security for the financial period 2010/2011 to 2015/2016. A questionnaire with suggested responses developed collected the required data. The reason why the researcher found it important to use semi-structured questionnaire is to get more information from the participants. Quantitative research is useful for numerical, interpretative, theory confirming, supporting the internal validity and providing causal insight and depth of field (Bennett, 2004). A questionnaire with non-structured questions gathered additional information not retrieved through the questionnaire with structured questions.

3.2 Population

The target population of the study comprises of male and female uniform and ununiformed employees in the Ministry of Safety & Security as depicted in Table 4.2. The officially positioned employees of the ministry deal with the daily subsistence allowances become the key informants in the research. The population of the study consisted of the senior and junior employees at the head office of the Ministry of Safety & Security (MSS)'s headquarters in Windhoek and it was approximately 174. The reason for targeting this

group was because it consists of functional employees and it gave the researcher the right information, which helped in concluding the study.

The ministry has categories of higher-level echelon (i.e. senior employee), middle-level echelon and lower level echelon (i.e. junior employees). Higher-level echelons, which include Inspector General of the police, Commissioners and Directors, and Deputy Directors. Middle-level echelons included Chief Accountants/Human Resources Officers, Senior Accountants, and Inspectors. Lower level echelons included Accountants/Human Resources Practitioner, Warrant Officers, Sergeants, Constables, General workers, and Drivers. Those categories formed up the target population of the study.

3.3 Sample

Saunders, Lewis, and Thornhill (2009), asserted that sampling provides a variety of techniques that enable a researcher to reduce the data that one needs to collect by examining only data from a subgroup rather than the whole population. Furthermore, Paul and Jeanne (2010) argued that probability sampling enables the researcher to calculate the desired sample size, within the acceptable margin of error.

The study used proportional stratified sampling in selecting the sample, taking into consideration the structure of the MSS. Stratifying the sample-frame by the department and drawing separate samples, one would allocate a proportionate share of the total sample to each department. By using this method, the researcher could specify the probability of an element being included in the sample. Proportionate stratification increased the

precision of the estimate of the primary variable (Groves *et al.*, 2009). However, the main disadvantage of a stratified sample is that it may require more administrative effort than a simple random sample (Gravetter and Forzo, 2012). Wiese (2008) used stratified sampling in conducting an investment survey for the Swedish economy and used a sample proportion of 0.666 percent of the population. In the same vein, this study used a sample size of 108 participants or 62.07 percent of the population. The study used the list of employees per department to select the sample. Random numbers equal to the number of employees per department were created in the stratum. All staff matching the numbers selected was included in the sample. The study formulated the sample size using the 10% rule, with a ± 7.5 percentage margin of error.

3.4 Research Instruments

The research was conducted with the help of secondary data obtained from the line Ministry's Appropriation Accounts. To determine the trend of activities and expenditure on DSA, the researcher employed a Sequential explanatory research design to analyse data for the past five (5) annual financial years. However, the researcher was unable to obtain the ministry's confidential DSA budgetary expenditure data for analysis at the government level.

The Ministry of Finance (MoF) advised the researcher that, DSA budgetary expenditure data exist only at the line ministry level. Consequently, the researcher has not been able to provide figures/estimates of total expenditures on DSA. This fact reveals a serious lack of knowledge and control regarding the DSA issue that severely hampers any attempt to

understand the magnitude of the problem. Although, the aspects of the government's DSA practice are significant for understanding their implications in terms of total expenditures. The first concerns the informal practise of inflating the number of days through budget manipulation. The second aspect concerns the guideline in setting up the programs of official trips. The instruments for data collection were, therefore, for the primary data: questionnaires with structured and non-structured questions. The researcher obtained Secondary data from relevant pieces of literature, documents, journals and newspapers. According to Kobus (2013), questionnaires are the most commonly used data collection instruments. They are relatively cheaper, easy to administer and the participants in the case of group administration can immediately assist one another with issues in the questionnaires, which may not be clear to them.

3.5 Procedure

The researcher obtained the university approval to conduct the research. Secondly, the researcher obtained approval from MSS to conduct the study. The researcher made a prior appointment with the divisional head at the Ministry of Safety and Security to distribute the questionnaires to the participants. The researcher gave the participants their informed consent, which outlined the idea for the study; the objectives of the research and the way of conduct (see Appendix B). The researcher also highlighted to the participants that they were participating voluntarily, they were free to withdraw at any time, and no one would be victimised. To avoid misunderstandings, the language that was used in the questionnaire did not contain complicated jargon. This helped in collecting detailed and

reliable research data. The questionnaires were hand-delivered to selected employees and they were collected after two days by the researcher.

Zikmund and Babin (2010) posit that Likert-type scales are simple to administer and understand. They also allow participants to indicate their attitudes by checking how strongly they agree or disagree with constructed statements. The questionnaire responses used the Likert-type scale questions on a scale of 1-5.

3.6 Data Analysis

One of the major steps in developing and conducting case study research is to define the unit of analysis. Yin (2009), said that the “unit” is the main analytical level for the “case” and if the objectives do not coincide with the unit of analysis, then the data-collector may not find the answer. Stephens (2009) defines analysis as “a search for meaning about the research purpose or question”. He pointed out the meaning has to be found “within the triangular relationship between theory, the data gathered, and context or settings”. This definition implies that the analysis of data is part of a research process in which all the findings are revised and selected according to the relevance of the research purpose, connected, and finally, the research questions are answered.

Furthermore, Stephens (2009) pointed out “there is no single right and appropriate way to analyse qualitative data”. He suggested the researcher need to use both imagination and interpretation, which guides one to “making sense” out of the data by selecting, applying categories and classes to the received data.

Given that the case study developed for this research was about the effects of daily subsistence allowance expenditures on the overall budget and service goals within the MSS, the unit of data collection were the appropriation account and open-ended and closed questionnaires using the Qualitative Data Analysis (QDA) Miner software to assess whether they support the research assumptions and if they could provide adequate answers to the research objectives. Data were analyzed using content analysis, defined as a research technique for making replicable and valid inferences from data to their content (Krippendorff, 1998, p403). This helps the researcher to define specific categories and themes for investigation of the topic. The results were analysed using descriptive statistics and measures of variation.

3.7 Research Ethics

There is some possibility that a similar study in the same setting but with other participants may provide results different to mine. Therefore, validity and reliability needed to be discussed regarding the particular circumstances of the given research. In this study, the researcher was aware of the ethical considerations involved. Thus prior arrangements with the management of the institution under review to obtain permission to carry out the research. Considering the implications of data protection, confidentiality, and anonymity, no names were recorded on the questionnaires. Upon completion of data collection, all questionnaires are being stored and kept in a safe room by the researcher and will be destroyed after five years by shredding and burning.

3.8 Validity and Reliability

As acknowledged, most measures may not be as accurate as desired, but in designing this case study, multiple sources of evidence were utilised to the degree possible to increase the construct validity of the study. Weiner and Braun (1998) described the validity in quantitative research as “construct validity”. To measure the content validity and establish the accuracy and truthfulness of the research, questionnaires handed over to the supervisor in NUST’s School of Economics and pre-tested by seven experts in the area of study and their inputs incorporated to make the research instrument valid. The pre-test looked at whether the meaning of questions was clear, whether respondents have difficulty answering questions, whether response categories are appropriate, and whether there was acceptance variety in responses.

The study used Cronbach’s alpha test for reliability. The average inter-item correlation is a subtype of internal consistency reliability. It is obtained by taking all of the items on a test that probe the same construct and determining the correlation coefficient for each pair of items, and finally taking the average of all of these correlation coefficients (Pallant, 2010). The Cronbach’s alpha test for scale reliability carried out during analysis to test for inter-rater reliability and the average inter-item correlation (Pallant, 2010). Reliability is ensured through maintaining a fit and match between what the researcher records as data and what happens in the natural research setting. Thus, other researchers would approve the research reliable if they derive the same findings and conclusions on the same data (Zikmund & Babin, 2010).

3.9 Summary

The chapter outlined how some of the fundamental methodological issues carried on the research. These included the research design, population, sample, research instruments, procedure, data analysis validity and reliability, which were used. Some ethical aspects were also presented in this chapter. The next chapter covers the presentation, interpretation, and analysis of results.

CHAPTER 4

RESULTS AND DISCUSSION

4.1 Introduction

The previous chapter presented the research design and the methodology used to collect data. This chapter presents the research findings and analysis of the collected data. This research was on the analysis of the effects of daily subsistence allowance expenditures on the overall budget and service goals of the Ministry of Safety and Security in Windhoek, Namibia's as from the financial year 2010/2011 to 2015/2016. The data collected were entered into SPSS software and essential statistical tools employed with descriptive statistics for analysis and report generation. The collected data was analysed and presented in tables and pie charts, and this was supplemented by narrative reporting, which link the data to research objectives of the study. The respondents were one hundred and eight altogether (n=108), and they gave varying responses. This chapter will end with a summary of the results.

4.2 Reliability test of results

The study used Cronbach's alpha (α) a measure of internal consistency, how closely related a set of items are as a group (Pallant, 2010). All items are responded to on a Likert scale of 1-5, where five = strongly agree and one = strongly disagree. Social science research considers a reliability coefficient of 0.70 or high acceptable. In turn, lower reliability is at the managerial level and this helps identify any items that have a random error causing inconsistency and may not belong on the questionnaire. A high value of

alpha is evidence that the items measure an underlying construct. Reliability according to Leedy (2012), Kothari (2011) and Joppa, (2000) refer to the ability to obtain consistent results when the research instruments are chosen are re-used. The researcher used triangulation to ascertain checks and balances on both research designs that are qualitative and quantitative. This shows that the findings in this study are consistent, and therefore it is reliable since carried repeatedly will giving the same results. Table 4.1, depicted the value of the alpha coefficient for the 10 items and suggesting that the items have relatively high consistency. In this case, $\alpha = .83$, which shows the questionnaire is reliable.

Table 4.1: Reliability statistics

Cronbach alpha	Number of item per questionnaire
0.83	10

Source: Author's work

4.3 Research findings

These findings came from the 108 respondents who responded to the questionnaire at the MSS headquarters in Windhoek, Namibia. The researcher distributed the questionnaire to the respondents without delegating to carry out an analysis. Out of the 108 respondents, male respondents were 55 people while the female was 58 people. The sample was drawn from the staffs ranging from junior staff level, senior staffs level and executive level from the line Ministry of Safety and Security. The male respondents were 46.30%. On the other hand, female respondents were 53.70%. Below is table 4.2, which helps to illustrate these statistics.

4.3.1 Demography and career information of research respondents

Demography of respondents

Table 4.2: Gender of respondents

Gender variables	Male	Female	Total respondents & %
Frequency	50	58	108
Percentage	46.30	53.70	100

Source: Author's work

Table 4.2 above shows the gender outcome of respondents which indicated that male respondents were very few, and they formed 46.30% of respondents as compared to the 53.70% for female respondents. This shows that more females reacted in the study. The male respondents accounted for 46.30%, whilst the other 53.70% was represented by the female. This implies that the entire male and the female observe the importance of daily subsistence allowance and its expenditure effects on the overall budget and service goals of the ministry of safety and security. These respondents had varying age groups. Table 4.3 below shows the respondents' age groups.

Table 4.3: Respondents' age group

Age variables	Frequency	Respondents Total %
18 to 25	12	11.11
26 to 35	57	52.78
36 to 49	36	33.33
50 and above	3	2.78

Source: Author's work

Table 4.3 shows the respondents' age groups which were varying in the MSS. These varying ages' groups indicate a continuation of the Ministry growth through training the youth into the mainstream of the work. The youngest age group of between 18 and 25 years old formed 11.11% of the respondents who had recently joined the Ministry. The middle age group follows this age group between 26 to 35 years who formed 52.78% who had a few years in the Ministry and makes up the majority of the respondents. On the other hand, 36 to 49 years old is the second majority age group who formed 33.33%. Most probably, these three age groups are the middle-level echelons. 50 years and above is the oldest age group who formed 2.78% of the respondents. These respondents had varying work experience. Table 4.4 below shows their experience.

Table 4.4: Work experience

Years of experience variable	Frequency	Respondents Total %
0 to 2	6	5.56
3 to 5	43	39.81
6 to 8	28	25.93
9 to 10	8	7.40
11 and above	23	21.30

Source: Author's work

Table 4.4 shows the varying work experience of respondents at MSS. The 0 to 2 years' category has 5.56% while category 3 to 5 years has 39.81% of those that were in service for that period. This shows that most respondents have work experience in the MSS. The 6 to 8 years' category formed 25.93% while 9 to 10 years' category formed 7.40%, and

this category was the least in number. The 11 and above years' category formed 21.30%, and this was the respondents who are more experienced in the Ministry's work. The experience is also equally important for the study as it implies the possibility for one to have travelled and received travel expenses cost. Experience helps to cover technicalities on the job, experiment travels expenditure controls and to identify fraudulent travel that one may not get elsewhere except on the job.

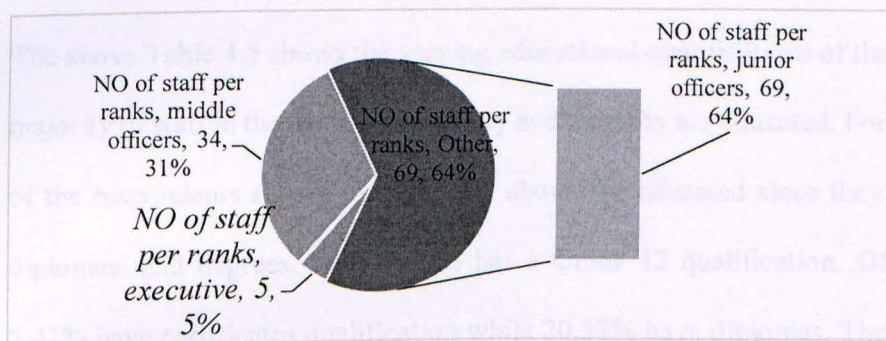


Figure 4.1 Respondents ranks

Source: Author's work

Figure 4.1 above shows three different ranks that are at the Ministry of Safety and Security. The higher levels echelons of administration that formed 5%. The middle levels echelons of administration that formed 31% and the lower levels echelons of administration that formed 64%. This indicates that the MSS has a higher number of lower levels echelons of administration that take-part mostly in skill development programs (domestic and foreign trips) which requires travel cost.

The following Table 4.5 shows the varying qualifications of the respondents.

Table 4.5: Qualifications of the respondents

Qualification variable	Frequency	Respondents Total %
Grade 12	5	4.63
Certificate	8	7.41
Diploma	22	20.37
Degree and above	73	67.59

Source: Author's work

The above Table 4.5 shows the varying educational qualifications of the respondents. The majority of staff in the Ministry of Safety and Security are educated. For example, 95.37% of the respondents shown in Table 4.5 above are educated since they have certificates, diplomas, and degrees. Only 4.63% has a Grade 12 qualification. Of the respondents, 7.41% have certificates qualification while 20.37% have diplomas. The remaining chunk of 67.59% holds at least a degree. This is most probably that the staff keeps on upgrading themselves whilst working.

Furthermore, to empower their workers, the ministry has provided in-service training on the job with the latest technologies. Table 4.6 below helps to illustrate the statistics of training of the respondents.

Table 4.6: MSS in-service training of respondents with travel-related allowances

Training Variables	Frequency	Respondents Total %
Trained at MSS	51	47.22
Not trained at MSS	57	52.78

Source: Author's work

Table 4.6 shows the statistics of the respondents that both received and did not receive training at the MSS while on the job. The 47.22% of the respondents were trained at the MSS while 52.78% not trained at MSS. The training is important to strengthen the worker's ability and skills, which is why the government has decided to finance and/or organise training and workshops in response to institutional problems. Tom and Frances (2007) postulate that organisations that make use of on-the-job training allow employees to learn practically, and provide employees with task-specific knowledge and skills that influence their performance. The off-the-job training such as vestibule training in police abroad provides an opportunity for manipulation of DSA travel expenditure.

Extra payments for in-service training are used too frequently (often to attract participants), and this inflationary practice has contributed to inducing civil servants to expect something extra simply for doing their regular job. The 47.22% of the participants who indicated that they had received training does not show where the activities have been held, with how many participants and the results in terms of better service delivery. The above figure shows little about the actual use of the new knowledge acquired and its effects on service delivery and staff performance.

The provision of quality public services is a central task of government, which requires a competent civil service. Therefore, the states attach great importance to enhancing the skills of their staff through training and improved civil service. Governments implement travel and training programs to build capacity or to introduce new approaches and strategies. As a result, significant resources are allocated to seminars and workshops for

civil servants. These activities should contribute to increasing the capacity of civil servants and to enhancing bureaucratic efficiency. However, other researchers suggest that travel and training programs are often organised and attended for the mere purpose of obtaining extra income (Cooksey 2010; Vian 2009).

Workshops are important to the workers since they help to empower them on the job. Mello, (2015) identifies training and development of employees as the key strategic issue for organisations by which organisations determine the extent to which their human investments are viable. The organisations should take a holistic view of training and development because the return on investment in training and development may be difficult to quantify especially in the short run. Hence, employees should receive appropriate training on-the-job training and off-the-job training as indicated in Figure 2.2 (See chapter 2).

The appropriate training offered to staff members for them to update themselves and increase their knowledge and skills, which in turn increase their performance and gaining a competitive advantage. The workers must also get the Daily Subsistence Allowance when they travel on a mission to compensate for extra expenses incurred when on work-related responsibilities or when they travel away from their normal duty station or quarters. Table 4.7 below shows the respondents' responses on whether they had received the Daily Subsistence Allowances meanwhile working for the Ministry of Safety and Security.

Table 4.7: Respondents' responses on whether they received DSA

Likert scale variables	No. of responses	Respondents Total %
Strongly agree	27	25
Agree	34	31.48
Neutral	12	11.11
Disagree	35	32.41

Source: Author's work

Table 4.7 above shows the respondents' responses on whether they had received Daily Subsistence Allowances since they started working at the MSS. The above responses had Likert-type scale answers. Neutral means that either or perhaps the respondents have low knowledge or does not want to reveal the exact information. On the other hand, respondents who disagree are saying they have never received any daily subsistence allowance since they joined the MSS. 32.41% disagree that they haven't received the daily subsistence allowance since they joined the Ministry of Safety and Security. This may indicate less DSA policy transparency.

Twenty-five per cent (25%) strongly agree and 31.48% agree that they receive DSA regularly. This category formed 56.48% of the respondents who have benefited on the use of DSA travel payments from the ministry's budget; this eventually does not disclose travel expenditure as how much the ministry has spent on travel. There were non-published data sources, and the researcher has limited knowledge of what the ministry spends overall on travel and lacks comprehensive expenditure information. Table 4.8

below showed the respondents' responses when they were asked if the distribution of the Daily Subsistence Allowances practices in the MSS is fair.

Table 4.8: Fairness of DSA practices in the Ministry

Likert scale variables	No. of responses	Respondents Total %
Strongly agree	8	7.41
Agree	12	11.11
Neutral	29	26.85
Disagree	21	19.44
Strongly disagree	38	35.19

Source: Author's work

Table 4.8 above shows 18.52% of the respondents saying the DSA practice is fair in the way allocated to staffs in the ministry. Twenty-six point eighty-five per cent (26.85%) answered on neutral. However, 54.63% were saying the DSA distribution practices were not fair at all. Lack of fairness may help explain why DSA policies disobeyed and may increase the risk of abuse of DSA. Staffs claimed that there is tribalism, favouritism, corruption, and nepotism in distributing the DSA especially on who is benefiting or who is going on the Ministry's mission to benefit on that amount or allowance. Overall, the way or criteria used to share the DSA benefit affects both the Ministry's overall budget and the service delivery goals of the MSS.

Some respondents revealed that DSA rates are varying. The researcher has calculated several indicators which can be used to assess fairness or unfairness in the ratio between the highest-paid versus the lowest-paid employees as per table 2.1 (*see chapter 2*) which

emphasized on the official DSA rate applicable when on domestic trips. The DSA rates that were greater for higher-level employees than those paid to the lowest-level employees was unfair, given that the government purpose of DSA was to reimburse travel expenses and not to remunerate staff. The researchers argued that there should be no distinction between DSA rates for employees of different ranks (Søreide *et al.* 2012). In contrast, Mello, (2015) emphasised that the management of organisations should design an equitable compensation system which covers equity at internal, external and individual levels.

Internal equity involves the perceived fairness of pay differentials among different jobs within the organisations. External equity involves employee perception of the fairness of their compensation relative to those outside the organisation. Individual equity considers employee perceptions of pay differentials among individuals who hold identical jobs in the same organisation (Mello, 2015). Table 4.9 below shows the responses to the alliance of DSA's practices in the MSS.

Table 4.9: Are DSA practices in the ministry unified?

Likert scale variables	No. of responses	Respondents Total %
Strongly agree	25	23.15
Agree	31	28.70
Neutral	30	27.78
Disagree	12	11.11
Strongly disagree	10	9.26

Source: Author's work

Table 4.9 reveals that the DSA rates are unified among the staffs. Fifty-one point eighty-five per cent (51.85%) agreed that Daily Subsistence Allowance rates are unified. 27.78% of respondents answered on neutrally. This reveals that the respondents do not know the rates applicable when one travel on official missions or the existence of travel allowance within the ministry. In contrast, 20.37% of respondents disagree on the question that Daily Subsistence Allowances rates unified. The practices of unified rates were determined from a review of two studies: Søreide *et al.*, (2012) and Vain, Miller *et al.*, (2011).

Employees receive different rates due to different salary categories. A higher-level employee and a lower-level employee cannot be paid the same DSA rates when traveling for the same mission because their salaries categories are different and different rates are paid to staffs as emphasized in Table 2.1. The rates also may vary by location or area of the country; higher rates allowed for government travel to cities/town, medium rates for regional or district-level towns and lower rates for travel to “other areas (Table 2.1).

Other varying differences in DSA payment rates is attributed to the fact that some use their cars for the same mission while others used government cars for the same mission. The DSA policy manual indicates that as an employee, a manager and person upon approval is entitled to vehicle mileage when he or she uses his/her private vehicle. Therefore, on the DSA rate, it will differ since those who are using their cars are paid more than the ones using government cars for the same mission.

Table 4.10: Weaknesses on the DSA management

Likert scale variables	No. of responses	Respondents Total %
Strongly agree.	40	37.04
Agree.	25	23.15
Neutral.	31	28.70
Disagree.	8	7.41
Strongly disagree.	4	3.70

Source: Author's work

Table 4.10 above shows that 60.19% of respondents strongly agree that there are weaknesses in DSA management. Twenty-eight point seven per cent (28.70%) answered neutrally. However, 11.11% disagreed that there are weaknesses in DSA management. This reveals that the respondents do not experience weaknesses in the management of DSA. However, corruption, nepotism, favouritism, and tribalism are the significant causes of weaknesses in DSA management, as mentioned earlier in literature reviews and this will both affect the service delivery goals and the budget of the ministry negatively.

The Treasury Instructions state that the Offices/Ministries/Agencies (OMAs) are to keep a manual commitment register to ensure that advances are committed against available funds. The established daily subsistence allowance rates in advance reduce the administrative burden of having to report on and reimburse actual expenses. This practice of standard rates provides an incentive for employees to minimize actual expenses, as they get to keep the difference between actual expenses and the standard DSA rate. Record this expenditure accurately as it cannot be reflected as a commitment against the budget, like

any other commitments, at the time of processing, since the DSA advances do not come off the budget but are debited to a suspense account.

Furthermore, the policy manual of the City of Cape Town Municipality as cited in the pieces of literature states that to promote cost-effectiveness, “management should make use of a travel management consultant in managing its allowances for travels, subsistence, and accommodation for officials”.

Table 4.11: Guideline in coming up with official trips

Likert scale variables	No. of responses	Respondents Total %
Strongly agree	26	24.07
Agree.	31	28.71
Neutral.	12	11.11
Disagree.	10	9.26
Strongly disagree.	29	26.85

Source: Author's work

Table 4.11 helps to show the respondents' responses on the guideline in coming up with official trips. Fifty-two point seventy-eight per cent (52.78% reveal that there is a guideline in coming up with official trips whilst 11.11% answered neutrally. On the other hand, 36.11% says there is no guideline in coming up with official trips. This may have been caused by lack of information dissemination to the workers, but there is a governing policy on DSA. This indicates that there is a principal-agent problem – when management has incomplete information about staff decisions and choices. This is evident as illustrated in chapter 2 that “the Treasury Instructions; the section 24(1) of State Finance Act, 1991

Act 31 of 199; the chapter DIII of Public Service Staff Rule; the Public Service Commission Manuals and Report of the Auditor General; and the State Travelling Regulations, all deal with the management of the daily subsistence allowance. Guides in organising official trips that require travel cost”.

Table 4.12: Financial control measures for regulating DSA

Likert scale variables	No. of responses	respondents Total %
Strongly agree	14	12.96
Agree.	28	25.93
Neutral.	28	25.93
Disagree.	18	16.66
Strongly disagree.	20	18.52

Source: Author's work

Table 4.12 helps to illustrate the respondents' responses on the financial control measures for regulating DSA in the ministry to monitor the overall demand for travel. The key control for the study was a regulatory framework that provides reasonable assurance with those policies and procedures exist to guide the administration of DSA, ensure the reliability and integrity of financial and operational information. The study conducted an activity-level risk assessment to identify and assess specific risk exposures and to confirm the relevance of the key control in mitigating associated risks. Through questionnaires and analytical reviews, the study assessed the existence and adequacy of internal controls. Thirty-eight point eighty-nine per cent (38.89%) shows that there are financial controls measures for regulating DSA whilst 25.93% answered neutrally this may have been caused by lack of information dissemination to the workers. On the other hand, 35.18%

says there are no financial control measures for regulating DSA. This concludes that the department is not managing the demand for travel sufficiently and actively. The public expects officials to travel cost-effectively, and for this public spending to be carefully controlled. The lack of financial control measures may lead to inappropriate travel expenditure, which can seriously damage the ministry's budget.

Table 4.13: Do DSA procedures exist for resources prioritisation

Likert scale variables	No. of responses	Respondents Total %
Strongly agree	17	15.74
Agree.	27	25
Neutral.	28	25.92
Disagree.	25	23.15
Strongly disagree.	11	10.19

Source: Author's work

Table 4.13 helps to illustrate the respondents' responses on whether DSA procedures exist for resources prioritization in the ministry. Forty point seventy-four per cent (40.74%) shows that DSA procedures exist for resources prioritization in the ministry whilst 25.92% answered neutrally. Some employees may not be aware of the existing DSA policy due to a lack of information sharing by all employees within the ministry. This is supported by the governing policy on DSA, the Government PSSR Chapter DIII section 5 (2) of the Public Service Act, 1995, Act 13 of 1995. The Government PSSR Chapter DIII section 5 (2) of the Public Service Act, 1995, Act 13 of 1995, through the Office of Prime Minister, which introduced the policy and guidelines of paying public servants' money, to assist them while performing official work away from their home. The compensation includes

Daily Subsistence Allowance, camping allowance, clothing and kilometre rate, for a member of the management cadre who used own motor vehicle, car scheme and for professional members who make use of private vehicles on official duty. On the other hand, 33.34% says there are no DSA procedures for resources prioritization in the ministry. This indicates that procedures were absent or not operating as intended. This suggests departments within the ministry need to strengthen their procedure on travel expenditure.

Table 4.14: DSA expenditure has effects on the ministry’s overall budget

Likert scale variables	No. of responses	respondents Total %
Strongly agree.	56	51.85
Agree.	28	25.93
Neutral.	12	11.11
Disagree.	5	4.63
Strongly disagree.	7	6.48

Source: Author’s work

Table 4.14 above illustrates various responses from the respondents on whether the DSA expenditure affects the overall budget of the Ministry of Safety and Security. The 77.78% of respondents accept that the Daily Subsistence Allowance affect the overall Ministry budget negatively since much money is channelled to DSA. In 2015/2016 financial year, the ministry recorded N\$ 94 754 058.68 million of travel expenditure (Estimate of Revenue, Income and Expenditure, 01 April 2010 to 31 March 2016 report). Although it represents a small proportion of overall ministry spending, inappropriate travel expenditure can seriously damage reputations.

Daily Subsistence Allowance expenditure has system-wide effects on planning, budgeting and time allocation. According to Van Vuuren (2008), if the trip or travel is unrelated to the official business of the institution, no payment of daily subsistence allowances to any employee. Similarly, the regulatory framework of Travelling and Subsistence Allowances specifies that the allowances are not to compensate an official to enable him/her to entertain; or to cover travel expenses to the place of work, or to compensate for any inconvenience or to supplement a salary. Eleven point eleven per cent (11.11%) of respondents answered neutrally while another 11.11% says the Daily Subsistence Allowance does not affect the MSS's overall budget.

Table 4.15: DSA expenditure has effects on the service goals of the ministry

Likert scale variables	No. of responses	respondents Total %
Strongly agree.	29	26.85
Agree.	35	32.41
Neutral.	23	21.30
Disagree.	8	7.41
Strongly disagree.	13	12.03

Source: Author's work

Table 4.15 above shows if DSA expenditure has effects on the service goals of the ministry. Twenty-one point three per cent (21.30%) answered neutrally among the respondents. The 59.26% of the respondents accept that DSA expenditure has effects on the service goals of the ministry, while 19.44% of respondents say that DSA expenditure

has no effects on the service goals of the ministry. The majority of respondents reported that DSA positively affects the service goals of the ministry.

Vain, (2009) supported those in agreement by arguing that DSA in the organization serves two main purposes: to fund expenses which employees may incur for approved, work-related activities, and to encourage professional development through attendance of workshops, conferences and other training or staff development events. DSA facilitate getting work done by paying necessary travel expenses. It encourages training, thus increasing the knowledge base of the organization; reduce absenteeism and increases staff motivation and productivity. Some respondents thought DSA would reduce absenteeism because staffs who earn DSA felt well compensated and motivated to work. However, other respondents felt DSA could increase absenteeism, as staff would call in sick to attend workshops and earn DSA.

Table 4.16: DSA motivates workers to work hard

Likert scale variables	No. of responses	Respondents Total %
Strongly agree.	35	32.41
Agree.	24	22.22
Neutral.	13	12.04
Disagree.	26	24.07
Strongly disagree.	10	9.26

Source: Author's work

Table 4.16 above illustrates the varying responses of the respondents on whether DSA motivates workers to work hard. The majority of respondents reported that DSA positively

affects worker motivation, improve efficiency and make people work harder. Twelve point zero-four per cent (12.04%) answered neutrally among the respondents. 54.63% of the respondents accept that DSA motivates workers to work hard, while 3.33% of respondents say that DSA does not motivate workers. This category might be the one not benefiting from the current DSA. The use of daily subsistence allowances informally to incentivize employees and increase job satisfaction, without having to permanently increase salaries, (Vain, 2009).

Carrell *et al.*, (2015) distinguished between motivators and hygiene factors; Herzberg's two-factor theory, which affects job satisfaction and job dissatisfaction independently. Hygiene factors, which can create dissatisfaction, are salary, fringe benefits, working conditions, and job security.

The respondents that were not happy voiced much dissatisfaction about DSA, stating that *"it creates conflict, contribute to a negative on an organisational culture where people expect to be paid for all activities, and lead to negative changes in work time allocation"*. Vain, (2009) who stated, *"Work practices were also manipulated to maximize financial gain by slowing work, scheduling unnecessary training, or exaggerating time needed for tasks. Officials may appropriate DSA meant for others or engage in various forms of fraud for personal financial gain"* supported.

Motivated employees perform to the best of their abilities and motivation levels within the workplace have a direct impact on employee performance. Ganta, (2014) stated

“unmotivated employees are likely to spend little or no effort in their jobs, avoiding workplace, perform poorly and are likely to resign. In contrast, employees who feel motivated to work are likely to be persistent, creative and productive and perform their duties diligently. Hence employers need to get to know their employees very well and use different strategies to motivate each of them based on their wants and needs”.

Moreover, Mello, (2015) indicates that all employees should feel compensated fairly to their co-workers and to individuals who hold comparable jobs in other organisations. Gerhart *et al.*, (2015) argues that, for most people, work is their primary source of income and financial security. However, one cannot ignore the influence of the job incumbent, the job itself, and the surrounding people in terms of influencing job satisfaction. It is recognized that for some people better pay and benefits are reflections of self-worth; therefore, pay satisfaction takes critical significance when it comes to retentions. Without financial security, better pay and benefits, the performance of the organisation is negatively affected.

Table 4.17: Daily Subsistence Allowances causes conflict among workers

Likert scale variables	No. of responses	Respondents Total %
Strongly agree.	25	23.15
Agree.	37	34.26
Neutral.	16	14.81
Disagree.	14	12.96
Strongly disagree.	16	14.81

Source: Author's work

The above Table 4.17 shows various responses on whether daily subsistence allowance causes conflicts amongst workers. Sixteen points four-two per cent (16.42%) answered neutrally. However, 62.69% of respondents expressed concern that the daily subsistence allowance causes conflicts among workers, while 20.89% says the daily subsistence allowances does not cause conflicts among workers. This is created by varying experiences of work benefits relations amongst workers. If there is a clear criterion that works as a standard that equally shares the DSA benefits, then there will not be conflicts among workers and productivity will increase. Gerhart *et al.*, (2015) argues that, for most people, work is their primary source of income and financial security.

However, one cannot ignore the influence of the job incumbent, the job itself, and the surrounding people in terms of influencing job satisfaction. It is recognized that for some people better pay and benefits are reflections of self-worth; therefore, pay satisfaction takes critical significance when it comes to retentions. Therefore, the employer must be very careful to avoid causing conflicts among their workers by giving others Daily Subsistence Allowance without rotating it to other workers. The perception of inequity causes an unpleasant emotional state that may cause employees to reduce their future efforts, change their perceptions regarding rewards for their work efforts or leave the organisation. In one hand, respondents that are not happy voiced much dissatisfaction about DSA, stating that "*it creates conflict, contribute to a negative organisational culture where people expect to be paid for all activities, and lead to negative changes in work time allocation*".

Table 4.18: Daily Subsistence Allowances increases employees' productivity

Likert scale variables	No. of responses	Respondents Total %
Strongly agree.	26	24.08
Agree.	31	28.70
Neutral.	12	11.11
Disagree.	10	9.26
Strongly disagree.	29	26.85

Source: Author's work

Table 4.18 presents the statistical data of the respondents' satisfaction in terms of how the Daily Subsistence Allowances increases employees' productivity. Fifty-two point seventy-eight per cent (52.78%) shows that the DSA increases employees' productivity while 11.11% answered neutrally. This shows that lack of money hampers the smooth operations, especially when staff members must travel without DSA to fulfil the service goals of the Ministry. The ministry allocates significant resources to travel and training programs to build capacity and introduce new strategies that increase productivity. These activities were supposed to contribute to increasing the capacity of civil servants and to enhancing bureaucratic efficiency. However, 36.11% says DSA does not increase employees' productivity. Cooksey 2010 and Vian 2009 who stated, "travel and training programs are often organised and attended for the mere purpose of obtaining extra income, supported. If the ones who organise and plan about DSA plan and organise them to get

extra money, then it means that they will be distorting the whole purpose of DSA to the workers and that results in perhaps low service delivery”.

Table 4.19 Daily Subsistence Allowances create a cost to the ministry

Likert scale variables	No. of responses	Respondents Total %
Strongly agree.	24	22.22
Agree	32	29.63
Neutral.	30	27.78
Disagree.	12	11.11
Strongly disagree.	10	9.26

Source: Author's work

Table 4.19 presents the statistical data of the respondents' in terms of how the Daily Subsistence Allowances create a cost to the ministry. Fifty-one point eighty-five per cent (51.85%) expressed that daily subsistence allowance creates a cost to the ministry while 27.78% answered neutrally. On one hand, 20.37% expressed that daily subsistence allowance does not create a cost to the ministry. Unfairly implement policies worried some informants who complained about the sustainability of security programs strategies, which rely on DSA spending and that some employees benefit more than others, (Vain et al., 2012). DSA influence allocation of time and staff will work more on activities, which have DSA associated with them, avoiding tasks that have no DSA. This tends to favour working in the field over normal service delivery tasks in facilities or office-based work such as planning, report writing and management functions. The result is that services interrupted and management is not effective. The travel fueled by a desire for DSA, has

other associated costs also, including fuel, car maintenance and airtime. This is costly to the organization and not sustainable.

The researcher realised that there was too much movement of the members for the same mission and time. This revealed through reviewing DSA files of traveling records of members at the National Police Head-Quarter, Windhoek. The respondents revealed that sometimes people have created unnecessary missions just to earn extra income to solve their problems, and this harms the DSA expenditure on the Ministry's overall budget. Other respondents reveal that there are no proper measures to control the activities when it comes to official missions. In addition to that, the researcher also found out that, there was a lack of financial control caused by poor management and lack of accountability for the use of DSA in the line Ministry.

There is corruption, favouritism, nepotism, and tribalism in managing these DSA that is why some respondents have never received these DSA while others are receiving them regularly. Sometimes staff go on a mission without DSA advance, this due to the nature of activities that the Ministry performs such as special investigation and urgent police operational activities; they rather claim DSA upon return from trips. The respondents revealed that employee might demand more than the exact amount used, as there is no actual receipt of expenditure attached to direct claims. This was also evident when the researcher reviewed DSA files at the finance department, as there was no expenditure receipt attached when an employee claims DSA after performing an activity.

4.3 Summary

This chapter presented the findings and analysis of the gathered data based on the theory and research findings presented above and the questionnaires. There were various views raised by the respondents on how to effectively manage the DSA expenditure and maximise service delivery goals of the MSS. There was an outcry in the MSS on unfair payments of DSA among the workers. Some have never received the DSA ever since they joined the MSS more than ten years ago. The next chapter presents the conclusions and recommendations of the research.

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

This chapter presents a summary of the main points of the findings, recommendations, and conclusions based on the findings and analysis of the results in chapter four. The statement of the problem was to examine the problems regarding the DSA expenditure on the overall budget and service goals in the MSS. The study analysed the Daily Subsistence Allowances expenditure in the Ministry of Safety and Security from 2010/2011 to 2015/2016 financial years. The established DSA rates are to reimburse out-of-pocket expenses for travel and to encourage staff to attend professional development activities as per the State Finance Act, 1991. However, researches emphasised that weaknesses in the control of DSA expenditure can cause problems, including distortions of human resources systems, fraud, and misuse by the staffs, which have the potential to affect government's objectives through corruption adversely.

The main objective of the study was to analyse the effects of daily subsistence allowances expenditure on the overall budget and service goals of the MSS. In addition to that, also to analyse the control measure for regulating the use of daily subsistence allowances and to identify the risks of malpractice and fraud of daily subsistence allowances and offer suggestions for improvement.

5.2 The main findings

The main objective of the study was to analyse the effects of daily subsistence allowances expenditure on the overall budget and service goals of the MSS. This was because most staffs are no longer spending time in their offices at work since they mostly create missions to travel to get extra income from the Daily Subsistence Allowances in the Ministry of Safety and Security. DSA overspending has become the order of the day, and this is done at the expense of service delivery goals in the Ministry of Safety and Security.

The researcher realised that there was too much movement of the members for the same mission and time. Sometimes staffs have created unnecessary missions just to earn extra income or to solve their problems, and this harms the DSA expenditure on the Ministry's overall budget. Other respondents revealed that there are no proper measures to control the activities when it comes to official missions. In addition to that, the researcher also found out that, there was a lack of financial control caused by poor management and lack of accountability on the use of DSA in the line Ministry.

It appears that there is corruption, favouritism, nepotism, and tribalism in managing DSAs. That could be the reason why some respondents mentioned that they never received these DSAs while others were receiving them regularly.

5.3 How the objectives of the study were achieved

The study made its conclusion by addressing the research objectives which were:

- The main objective of the study was to analyse the effects of daily subsistence allowances expenditure on the overall budget and service goals of the MSS.

The study achieved the main objective of the study, as it analysed the current approach to the allocation of DSA related activities. The allocated activities are according to the jurisdictional area of duties of the employee but not to the employee within such a specific region (i.e. an employee from one region will travel to perform the same duties that an employee in the same region can performed). This shows that cost efficiency in term of DSA expenditure was not taken into serious consideration. Decentralising can help in saving money by reducing traveling since people in that region can still do the same job. Additionally, as discovered from the research findings, the formula funding for DSA related activities (as per table 2.1) increases accountability and transparency to the public.

The specific objectives of the study were developed, to organise further analysis in an appropriate manner and a logical progression. The specific research objectives were:

- To analyse the control measure for regulating the use of daily subsistence allowances.

The respondents revealed that there are no proper measures to control the DSA related travel activities when it comes to official missions. The study found out that, there is a principal-agent problem – when management has incomplete information about staff decisions and choices. This creates an incompetent culture and windfall revenues that have an impact on attitude to spending.

The last specific objective was:

- To identify the risks of malpractice and fraud of daily subsistence allowances and offer suggestions for improvement.

The study found out that, sometimes staffs have created unnecessary missions just to earn extra income or to solve their problems, and this harms the Ministry's overall budget. A collective action problem – observed in cases when no manager or institution has an incentive to change (adverse) behaviour. Everybody benefits, why should not we as well? The meagre civil servant salaries contribute to explaining the problem, although the 'grabbing' of DSA benefits is seen a function of relative position both at a personal and institutional level, the higher up the hierarchy the greater the benefit.

The study offers suggestions for improvement to reduce the risks of malpractice and fraud, which could influence the ministry travel. Daily subsistence allowance budget reduction- this will tighten the departmental budget, creating pressure to reduce costs. Restrict first-class travel- these travels are expensive and should be avoided by all public servants wherever possible and the ministry would monitor this closely. The ministry would develop travel policy principles; these principles include guidance for departmental travel policies and set aspirational targets. The departments would be responsible for travel policies and there would be scope for departments to set their travel policies to match their business requirements, (for example, reflecting the frequency and duration of travel required of the regional commander, investigators and other staff).

5.4 Recommendations

Given the findings of the research study, the following suggested recommendations are to assist the line Ministry of Safety and Security in Windhoek, Namibia to improve the effectiveness of managing the Daily Subsistence Allowances.

5.4.1 Relevant stakeholders in the line MSS

The relevant stakeholders in the line Ministry of Safety and Security should regulating the use of daily subsistence allowances, and avoid malpractice and fraud of daily subsistence allowances and make a yearly plan for their missions which are supposed to be known by the line Minister at the beginning of the year. Malpractice and fraud on DSA have become the order of the day, and this is done at the expense of service delivery goals in the Ministry of Safety and Security. The researcher realised that there was too much movement of the members for the same mission and time. Sometimes people have created unnecessary missions just to earn extra income to solve their problems and this harms the DSA travel expenditure and the Ministry's overall budget. Other respondents revealed that there are no proper measures to control the activities when it comes to official missions.

The Mission Committee must be the one in charge of the planning of the mission, organising, approval and knowing who is going while ensuring that people are rotating fairly. Implement strategies needed to prevent unnecessary missions, which lead to malpractice and fraud on DSA. Staff going on a mission should be given advance rather than claiming the DSA upon returning, or they should provide receipts as they mostly return and demand more than the exact amount used, and this will lead to overspending

on DSA. All Department within the ministry should have a sophisticated understanding of what level of travel they need to conduct their business. This should form the basis of departmental travel policies and control over travel expenditure. Set out what type of travel is available to staff and the circumstance when travel is acceptable.

5.4.2 Train personnel for the planning and evaluation of DSA

Generally, police officers reach their leadership positions through promotions, typically starting from a Charge Office or Operation Commander. Financial expertise is not a skill typically required for a job in the police, but it becomes significant for those who find themselves in a leadership position within the finance department. The DSA administration system requires a high level of responsibility from administrators because they are responsible for the implementation and processing of DSA claims/advances in the ministry. Therefore, it is important to provide financial management training to such administrators to improve their knowledge in DSA work.

Furthermore, the MSS should employ qualified personnel for internal training, management and budgeting of DSA in each Directorate. Introduce service training to help to train the management in handling DSA for the MSS. Avoid favouritism, corruption, tribalism, and lack of dissemination of information in the Ministry, especially about DSA. The ministry should implement procedures to prioritise trips that are most important and urgent such as attendance to court and investigation duties. Maintain proper auditing to ensure that the DSA fund is used in the right way.

5.4.3 The payments of DSA through Electronic Funds Transfer

All approved travel payments for staff should be paid through Electronic Fund Transfer (EFT) before departing for the mission to ensure that all spending is linked to the ministry's budget. Personnel should always purchase travel and accommodation through departmental travel management contracts to ensure that value for money and benefits are realised. When travel is required, limit the number of personnel attending from the same department. This will help to save travel expenditure. The Mission Committee should be the one in charge of the planning of the mission, organising, approval and knowing who is going while ensuring that people are rotating fairly. This is the objective of preparing the macroeconomic mechanisms of aggregate expenditure control and strategic allocation of resources and their cost over the entire fiscal period.

5.4.4 Decentralise services to other regions

The main argument in favour of more decentralisation of service in the ministry is resources and time-efficient. The current approach to allocate activities according to the jurisdiction area of the duties (e.g. each Khomas region Investigation Officer attends to all cases assigned to him/her in their regional jurisdiction, they travel to other regions to write evidence statements, to arrest suspects and to issue a warrant of arrest. All these activities and the DSA travel cost associated with such travel could have been avoided if the same activities could have been performed by a police officer in those other regions) but not to the employee within such a specific region shows that cost efficiency is not taken into serious consideration. Additionally, the formula funding for DSA related activities increases accountability and transparency to the public. It follows from the

research findings; decentralising can also help in saving money by reducing travelling since staff in that region can still do the same job.

The yearly plan can help to control on travelling on a mission thereby saving much money in the Ministry. The payments of travel cost must be done through Electronic Funds Transfer. Form the DSA committee to both analyse the worthiness of travelling and approval of who to travel while rotating all the workers without favouritism. Introduce maximum control on DSA related trips per department and fixed DSA fund allocation to management cadre. This can be done by asking the annual submission of intended activities per management cadre.

5.5 Conclusions

The purpose of the study was to analyse the effects of daily subsistence allowances expenditure on the overall budget and service goals of the MSS. This was because more and more people are no longer spending time in their offices at work as they mostly create missions to travel to get extra income from the Daily Subsistence Allowances in the Ministry of Safety and Security. The study used qualitative and quantitative methods to carry out this research, and the questionnaire was the instrument used to gather primary data from respondents.

The study has no conclusive evidence of the effects of daily subsistence allowances expenditure on the overall budget and service goals of the MSS but gives important insights into the potential for misuse. The study found out that, overspending has become

the order of the day and this is done at the expense of service delivery goals in the Ministry of Safety and Security. Other respondents revealed that there are no proper measures to control the activities when it comes to official missions. In addition to that, the researcher also found out that, there was a lack of financial control, caused by poor management, and lack of accountability for the use of DSA in the line Ministry.

5.6 Recommendations for further studies

There is a need for further research on how DSA practices can influence the expenditure and service goals of the line ministries. The study suggested various recommendations on how the government can promote a collective approach that needs to be implemented for effective DSA management to improve and achieve service delivery goals of the line ministries. Therefore, further study can be on effects of decentralising the DSA budget to other regions. This needs to be tested in the public and private sectors other than the Ministry of Safety and Security.

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