

8

Public works

■ Introduction

Public works encompasses engineering, construction and related activities carried out by government for the benefit of citizens. This includes the acquisition, leasing, maintenance and disposal of immovable assets held by the state. Public works is a concurrent function and is a shared responsibility of national, provincial and local government.

Public works contributes to government's New Growth Path, National Development Plan and Outcome 4: Decent employment through inclusive growth. The construction and maintenance of economic infrastructure and social infrastructure (schools, community libraries, hospitals and clinics) create opportunities for labour-intensive and technical or professional employment. This directly addresses several outputs of Outcome 4, including faster, sustainable and labour-absorbing growth, increased competitiveness and accelerated implementation of the Expanded Public Works Programme (EPWP).

One of the roles of public works is to provide office and institutional accommodation for national and provincial departments and in this way to assist them to function effectively. It also provides residential accommodation for members of parliament and of provincial legislatures. The size of government's portfolio of immovable assets makes it a significant player in the built environment. The national Department of Public Works (DPW) develops and enforces rules and regulations for the built environment and the use of fixed assets in the public sector.

Public works is also mandated to support transformation of the construction industry and to develop small, medium and micro enterprises, cooperatives and non-profit organisations. In doing so, it helps to empower individuals and communities from historically disadvantaged backgrounds.

Public works contributes directly to government's economic growth and employment-creation priorities

Public works goals include transforming the construction industry and supporting small business

This chapter reviews the current public works landscape, budget and expenditure trends and service-delivery achievements.

■ Current landscape

The Constitution defines the roles and responsibilities of national, provincial and local government in relation to public works.

National

The national Department of Public Works operates in partnership with the provincial departments

The national DPW provides the broad policy and legislative framework for the sector. This is generally done on a consultative basis, with key inputs from provincial and local government. To ensure that policy formulation is underpinned by consensus, the Minister of Public Works meets regularly with members of provincial Executive Committees in this portfolio.

The national department coordinates the implementation of the EPWP, supports transformation within the construction sector through the Construction Industry Development Board (CIDB) and provides and manages accommodation for national departments.

National public entities

Four main entities support public works delivery and regulation: the Construction Industry Development Board, the Council for the Built Environment, the Independent Development Trust and the Property Management Trading Entity

Four main public entities support the sector directly or through regulatory processes:

- The CIDB provides strategic direction for sustainable growth and reform of the construction sector and its role in the economy. It promotes best practices in relation to the performance of public and private sector clients, contractors and other participants in the construction sector.
- The Council for the Built Environment presides over various professional councils. It reviews the legislation governing the councils and has in place a skills development programme.
- The Independent Development Trust helps to implement the EPWP and other infrastructure projects and programmes.
- The Property Management Trading Entity, on a cost-recovery basis, finances the purchase, construction, refurbishment and maintenance of nationally owned government properties as well as the leasing of private-sector-owned properties by national government. On a commission and full-cost recovery basis, the entity also pays for municipal services on behalf of national departments.

Provincial

Provinces have a growing responsibility to provide infrastructure in the social and economic sectors

The Constitution assigns concurrent powers to provinces for the construction, maintenance and management of fixed (or immovable) assets. These functions are fulfilled in support of services delivered by other provincial departments. Provincial public works departments have significant levels of responsibility for infrastructure in social and economic sectors areas such as health, education, community safety and agriculture.

As Table 8.1 shows, provincial public works departments are often combined with roads and transport departments, and generally have two broad spending programmes: public works infrastructure and expanded

public works (known as community-based programmes in some provinces).

Table 8.1 Public works, roads and transport functions per province, 2013/14

Public Works, Roads and Transport	Transport and Public Works	Roads and Public Works	Public Works
Mpumalanga	Western Cape	Eastern Cape	Free State
North West		Northern Cape	Gauteng (Infrastructure Development)
			KwaZulu-Natal Limpopo

Source: National Treasury provincial database

Public works infrastructure

Through the public works infrastructure programme, provincial public works departments support the planning, design, construction and maintenance of provincial buildings, and provide accommodation for provincial departments.

This aspect of the public works sector was enhanced by the Government Immovable Asset Management Act (GIAMA) (2007), which became applicable to provinces in April 2010. The Act provides a uniform framework for the efficient management of immovable assets, and coordinates the use of such assets with service-delivery objectives.

Public works reforms

Decentralisation of infrastructure budgets

Until 2002, national departments' capital or infrastructure requirements were budgeted for directly within the vote of the national DPW. However, in line with the Public Finance Management Act (1999), expenditure associated with a department's operations or activities must be accounted for directly through that department's vote. As a result, capital budgets were devolved from the national public works vote to individual departments' budgets. Departments' infrastructure requirements are therefore now met by using the national and provincial departments of public works as implementing agents, with funding from the capital budgets of the departments concerned.

Devolution of property rates

In 2008/09, the function and budget for property rates on provincially owned properties was devolved from the national DPW to its provincial counterparts. The *Devolution of Property Rates Fund* grant was established to provide funding for the function shift and to ensure that by the time funds were included in the equitable share, budget requirements for property rates were relatively stable and predictable for better planning and accountability. Provincial public works departments were then invoiced directly by municipalities for property rates. Total grant allocations were R889 million in 2008/09, R1.5 billion in 2009/10, R2.0 billion in 2010/11, R2.0 billion in 2011/12 and R2.0 billion in 2012/13, a total of R8.2 billion. However, provinces were able to spend only R5.3 billion, or 64 per cent, on the 53 346 properties transferred to them. The grant allocation ended in 2012/13; however, funds will continue to be transferred to provinces as an add-on to the equitable share until 2015/16. From 2016/17, provincial departments are expected to provide for the property rates costs within their budgets.

Provincial departments of public works manage property portfolios and provide accommodation

Public works departments acquire, manage and dispose of immovable assets subject to relevant provincial land administration laws and GIAMA. They also provide accommodation for provincial departments through government owned properties or by leasing from the private sector. As custodians, public works departments act as caretakers of government properties and are required to have in place custodian asset management plans (C-AMPs) for the whole life cycle of all immovable assets in their custody.

As part of their facilities management function, public works departments are also responsible for paying municipal property rates for provincially owned properties including those transferred from the national DPW. The property rates for the transferred properties were funded through the *Devolution of Property Rates Fund* grant, a national conditional grant which ended in 2012/13 when it was phased into the provincial equitable share.

Expanded Public Works Programme

The EPWP provides work for unemployed persons, many of whom lack skills, in urban and rural areas. The programme also aims to empower communities and contractors with historically disadvantaged backgrounds.

Labour-intensive and community-based projects are at the core of the EPWP

Job creation through the EPWP is based on two approaches: the use of labour-intensive processes to provide infrastructure and community-based public works; and the use of government expenditure as a tool to create work opportunities for the unemployed. The model's key features include labour intensity, training, participation by community and non-governmental organisations, appropriate contract documentation and linking payment to performance.

The national DPW is responsible for coordinating and monitoring the programme. It operates in four sectors: infrastructure, environment and culture, social and non-state. Each sector is encouraged to create labour-intensive work opportunities as one of its mechanisms for service delivery.

Based on the number of full-time equivalent (FTE) jobs created, provincial departments can become eligible for the *Expanded Public Works Programme Integrated* grant for provinces and the *Social Sector Expanded Public Works Programme Incentive* grant which provide provinces with incentives to create more jobs.

Municipalities

The Constitution gives concurrent functions to municipalities for municipal public works, with either national or provincial government able to regulate how they exercise these functions in line with applicable norms and standards. Most municipalities carry out their own infrastructure planning and delivery functions in relation to the services they provide, such as water, sanitation, municipal roads and electricity distribution. Municipal planning, which includes spatial, economic and social planning, is supported through five-year integrated development plans.

The EPWP Integrated grant for municipalities encourages labour-intensive employment

The *Expanded Public Works Programme Integrated* grant for municipalities, managed nationally, encourages local government to increase labour-intensive employment through infrastructure programmes

that maximise job creation and skills development. The grant is allocated by the national Department of Public Works through a formula based on past performance on jobs created and an extra weighting to give allocations to poor, rural municipalities.

Budget and expenditure trends

Provincial public works infrastructure

Expenditure per province

Expenditure on the Public Works Infrastructure programme increased from R6.3 billion in 2010/11 to R8.1 billion in 2013/14, at an annual average growth rate of 8.6 per cent as shown in Table 8.2 below. This is budgeted to increase to R10.8 billion in 2016/17, growing by an annual average rate of 10.2 per cent. Northern Cape's expenditure declined sharply between 2013/14 and 2014/15 due to the completion of work on the Big Hole Conference Centre in Kimberley. Budget growth between 2013/14 and 2016/17 in North West, KwaZulu-Natal and Western Cape is due to the planned acquisition of additional office accommodation for provincial departments, while Mpumalanga will be spending R373 million in 2014/15 for the maintenance of the Riverside government complex which houses the provincial administration.

Provincial public works spending on infrastructure is expected to reach R10.8 billion in 2016/17

Table 8.2 Provincial public works infrastructure expenditure by province, 2010/11 – 2016/17

	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17
R million	Outcome			Outcome	Medium-term estimates		
Eastern Cape	866	960	1 041	1 143	1 173	1 237	1 304
Free State	882	974	1 018	1 107	1 131	1 207	1 257
Gauteng	935	919	1 035	1 052	1 256	1 367	1 475
Kw aZulu-Natal	1 114	1 182	1 133	1 270	1 369	1 373	2 046
Limpopo	476	523	510	596	639	667	702
Mpumalanga	416	439	525	593	633	848	894
Northern Cape	164	210	125	138	120	130	136
North West	577	729	616	814	1 245	1 090	1 173
Western Cape	884	1 058	1 257	1 368	1 500	2 028	1 831
Total	6 315	6 994	7 261	8 080	9 066	9 947	10 819
Percentage growth (average annual)		2010/11–2013/14		2013/14–2014/15		2013/14 – 2016/17	
Eastern Cape		9.7%		2.6%		4.5%	
Free State		7.9%		2.2%		4.3%	
Gauteng		4.0%		19.4%		11.9%	
Kw aZulu-Natal		4.5%		7.8%		17.2%	
Limpopo		7.8%		7.1%		5.6%	
Mpumalanga		12.5%		6.8%		14.7%	
Northern Cape		-5.7%		-12.9%		-0.3%	
North West		12.1%		53.0%		13.0%	
Western Cape		15.7%		9.6%		10.2%	
Total		8.6%		12.2%		10.2%	

Source: National Treasury provincial database

Expenditure per sub-programme

Programme support

There is increased funding for management and operational support

The GIAMA, and infrastructure reforms such as the infrastructure delivery management system (IDMS), have added to the responsibilities of provincial public works departments. As a result, expenditure on management and operational support increased by 13.5 per cent between 2013/14 and 2014/15, from R623 million to R707 million. This is channelled through the programme support sub-programme. Programme support accounts for a projected 7 per cent of the total public works infrastructure budget over the 2014 MTEF period.

Table 8.3 Provincial public works infrastructure expenditure by subprogramme, 2010/11 – 2016/17

	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17
R million	Outcome			Outcome	Medium-term estimates		
Programme Support	471	548	581	623	707	760	809
Planning	76	89	45	47	236	452	168
Design	76	85	84	86	96	99	104
Construction	1 043	1 088	1 141	1 249	1 793	1 872	2 573
Maintenance	787	914	956	1 160	1 266	1 421	1 536
Immovable Asset Management	2 921	3 176	4 007	4 389	4 394	4 745	4 997
Facility Operations	940	1 094	448	524	574	599	633
Total	6 315	6 994	7 261	8 080	9 066	9 947	10 819
Percentage growth (average annual)		2010/11–2013/14		2013/14–2014/15		2013/14 – 2016/17	
Programme Support		9.8%		13.5%		9.1%	
Planning		-14.6%		399.2%		52.6%	
Design		4.1%		11.3%		6.5%	
Construction		6.2%		43.5%		27.2%	
Maintenance		13.8%		9.1%		9.8%	
Immovable Asset Management		14.5%		0.1%		4.4%	
Facility Operations		-17.7%		9.4%		6.4%	
Total		8.6%		12.2%		10.2%	

Source: National Treasury provincial database

Planning

Between 2013/14 and 2014/15, expenditure on the planning sub-programme increased from R47 million to R236 million, an average annual increase of 399.2 per cent. It is expected to continue growing over the medium term. These increases are due mainly to the need, in line with the GIAMA, to develop and maintain user and custodian asset management plans and provincial infrastructure programme implementation plans.

Immovable asset management

Immovable asset management accounts for almost half of the public works infrastructure budget

Immovable asset management is the largest sub-programme and accounts for 47 per cent of the entire public works infrastructure programme budget. This is in line with the sector's core focus on managing provincial

portfolios of owned and leased properties and managing provincial strategic and infrastructure plans and delivery.

Accommodation for provincial departments and institutions is budgeted for under this sub-programme. Between 2010/11 and 2013/14, expenditure increased by an annual average of 14.5 per cent and between 2013/14 and 2016/17 is expected to have increased by an annual average of 4.4 per cent, from R4.4 billion to almost R5.0 billion.

Leased property

Demand for accommodation, and particularly for office space, always exceeds the capacity of government-owned properties. There is thus a need to lease private property. While some provinces, such as Mpumalanga, own a government complex housing all provincial departments' headquarters, provinces such as Eastern Cape and Northern Cape operate within leased properties. Western Cape, North West and KwaZulu-Natal have earmarked funds over the MTEF to acquire office accommodation either through construction or from the private sector.

Flawed procurement and supply chain management processes contribute to the high cost of office space leasing.

Provinces' public works departments are also responsible for providing residential accommodation for members of provincial legislatures (MPLs). This is done through building houses and creating parliamentary villages or by leasing from the private sector.

A significant problem is the lack of regulations, processes, systems, and requisite property management skills to manage leased portfolios within the public sector. This can result in flawed procurement and supply chain management processes contributing to government paying rental fees above the market price.

Table 8.4 Number of leased properties per department per province, 2012/13

Province	EC	FS	GT	KZN	LIM	MPU	NC	NW	WC
Education	9	21	13	32	15	10	2	9	13
Health	18	11	19	59	8	5	107	16	6
Social Development	27	20	28	5	8	5	35	16	26
Office of the Premier	7	3	-	4	3	-	2	2	3
Provincial Legislature	-	-	-	-	1	1	5	-	-
Provincial Treasury	5	-	2	3	5	4	6	-	2
Cooperative Governance and Traditional Affairs	7	4	-	10	4	3	6	-	9
Agriculture, Rural Development and Land Administration	25	23	11	21	23	5	13	18	29
Economic Development, Environment and Tourism	3	3	9	16	14	4	5		2
Public Works, Roads and Transport	10	22	6	6	10	4	3	3	10
Safety, Security and Liaison	2	-		2	-	6	18	6	10
Arts, Culture Sport and Recreation	6	7	1	8	1	1	3	18	-
Human Settlements	5	-	9	5	-	1		1	-
Environment and Nature Conservation	-	-	-	-	-	-	8	-	-
Cape Nature	-	-	-	-	-	-	-	-	7
Total	124	114	98	171	92	49	213	89	117

Source: National Department of Public Works

As shown in the table, at 213 (or 19 per cent of the total of 1 067 for all provinces), Northern Cape had the highest number of privately leased properties in 2012/13, followed by KwaZulu-Natal at 16 per cent and Eastern Cape at 11 per cent. However, in terms of spending in that year, Limpopo paid the highest figure of R210 million for 92 properties followed by Eastern Cape at R192 million. In 2013, Limpopo, in collaboration with intervention teams from the national DPW and the National Treasury, appointed a service provider to review its leased office property portfolio to identify the root cause of excessive costs and to propose a long term solution. This may include the option of buying properties. Problems associated with managing leases consistently and efficiently have led provinces to consider the option of buying or building their own properties as an economical alternative to leasing.

Expanded Public Works Programme

Expenditure per province

Spending on the EPWP is growing strongly in line with job-creation targets

The budget for the programme consists of the conditional grant from the national DPW and the equitable share allocated to provinces by the National Treasury. Provinces are encouraged to supplement the grant with their equitable share in order to maximise job creation opportunities.

Table 8.5 Provincial expenditure on the expanded public works programme by province, 2010/11 – 2016/17

	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17
R million	Outcome			Outcome	Medium-term estimates		
Eastern Cape	403	287	393	454	478	411	425
Free State	48	194	152	198	179	175	177
Gauteng	134	201	175	273	423	287	305
KwaZulu-Natal	56	41	53	42	44	45	47
Limpopo	412	467	91	254	571	644	613
Mpumalanga	37	60	39	68	54	43	45
Northern Cape	63	50	76	125	75	75	80
North West	75	89	45	176	180	107	113
Western Cape	42	47	45	44	51	58	61
Total	1 270	1 436	1 069	1 633	2 055	1 844	1 865
Percentage growth (average annual)	2010/11–2013/14		2013/14–2014/15		2013/14 – 2015/16		
Eastern Cape	4.1%		5.2%		-2.2%		
Free State	60.3%		-9.8%		-3.7%		
Gauteng	26.7%		55.2%		3.8%		
KwaZulu-Natal	-8.7%		4.6%		3.2%		
Limpopo	-14.9%		124.9%		34.2%		
Mpumalanga	21.8%		-20.4%		-12.6%		
Northern Cape	25.6%		-39.8%		-13.9%		
North West	32.9%		2.6%		-13.8%		
Western Cape	1.7%		17.0%		12.0%		
Total	8.8%		25.8%		4.5%		

Source: National Treasury provincial database

As the table above shows, provincial public works departments spent R1.6 billion on the EPWP in 2013/14 compared with R1.3 billion in

2010/11, an average annual growth rate of 8.8 per cent. Spending is expected to decrease from R2.1 billion in 2014/15 to R1.9 billion in 2016/17; the EPWP funds will be kept as unallocated at the National Treasury and distributed to provinces based on the number of FTE jobs created and the duration of work opportunities in the preceding year.

Expenditure per sub-programme

Community Development

The aim of the community development sub-programme is to develop and empower impoverished communities. Departments are encouraged to create jobs and to support these communities through the incentive-based EPWP grant allocation. As reflected in Table 8.6 below, expenditure on the sub-programme increased by 100.5 per cent between 2010/11 and 2013/14. It declines by 8.2 per cent over the MTEF period.

Expenditure on the community development sub-programme increased sharply between 2010/11 and 2013/14

Table 8.6 Provincial expenditure on the expanded public works programme by sub-programme, 2010/11 – 2016/17

	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17
R million	Outcome			Outcome	Medium-term estimates		
Programme Support	149	104	151	144	155	220	234
Community Development	118	425	394	947	1 073	709	733
Innovation and Empowerment	830	594	233	407	697	779	751
Co-ordination and Compliance Monitoring	173	313	291	135	131	136	147
Total	1 270	1 436	1 069	1 633	2 055	1 844	1 865
Percentage growth (average annual)		2010/11–2013/14		2013/14–2014/15		2013/14 – 2016/17	
Programme Support		-1.2%		7.8%		17.7%	
Community Development		100.5%		13.3%		-8.2%	
Innovation and Empowerment		-21.1%		71.1%		22.6%	
Co-ordination and Compliance Monitoring		-7.9%		-3.4%		2.8%	
Total		8.8%		25.8%		4.5%	

Source: National Treasury provincial database

Innovation and empowerment

The innovation and empowerment sub-programme supports contractor development, training and learnership programmes. Expenditure under this programme declined from R830 million in 2010/11 to R407 million in 2013/14. At 21.1 per cent, this was the greatest annual average rate of decline of all the sub-programmes. The decline in expenditure is mainly due to unavailability of funds which led to low learnership intake.

■ Service-delivery achievements

Provincial public works infrastructure

One of the key intended outcomes of the public works infrastructure programme is to ensure that construction and maintenance projects of social sector facilities such as schools, hospitals and clinics are completed on time and within budget. Table 8.7 gives information about the

provinces' performance in 2013/14. It shows that KwaZulu-Natal completed 271 out of 346 construction projects on time and within budget.

Table 8.7 Public works Infrastructure Projects, 2013/14

Province	Construction				Maintenance			
	Number of projects completed within the contract period		Number of projects completed within budget		Number of projects completed within the contract period		Number of projects completed within budget	
	Target	Actual	Target	Actual	Target	Actual	Target	Actual
Eastern Cape	65	24	65	39	60	47	60	48
Free State	5	15	5	15	4	4	4	4
Gauteng	96	111	96	115	3	3	5	5
KwaZulu-Natal	346	276	346	276	43	33	43	33
Limpopo	17	15	17	15	0	0	0	0
Mpumalanga	72	71	72	90	0	0	0	0
Northern Cape	11	9	41	20	18	58	60	107
North West	7	2	6	2	74	10	74	13
Western Cape	123	79	123	16	560	262	560	283
Total	742	602	771	588	762	417	806	493

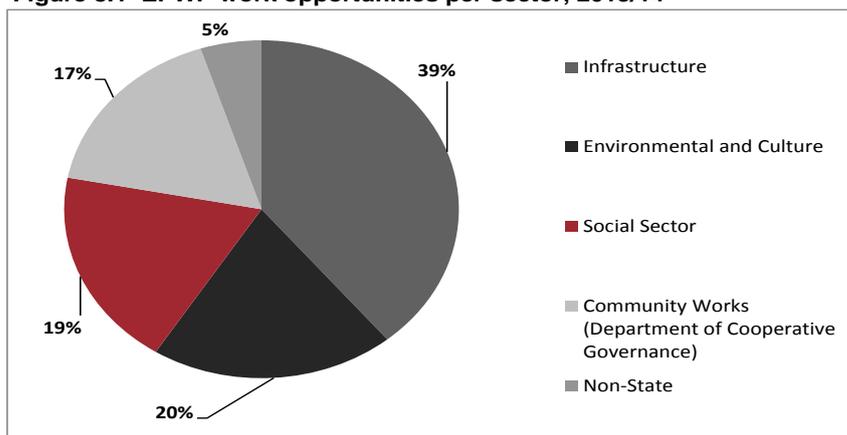
Source: National treasury provincial database

While most provinces utilise other institutions as implementing agents for their infrastructure projects, in the Western Cape the provincial public works department is the sole implementing agent for all construction and infrastructure-maintenance related projects.

As indicated in Table 8.7 above, in general provincial public works departments completed on time and within budget a higher percentage of their construction projects than of their maintenance projects. A shortage of engineering and related professionals, artisan, electrical and electronics engineering technician skills is the main reason for under-performance in respect of infrastructure projects.

EPWP

As described earlier in this chapter, the national DPW coordinates and monitors all EPWP projects across government and NPOs. This section looks at the jobs created per province within various sectors. The sectors are required to identify the number of EPWP related jobs for every labour intensive project that they implement.

Figure 8.1 EPWP work opportunities per sector, 2013/14

Source: Public Works EPWP reporting system

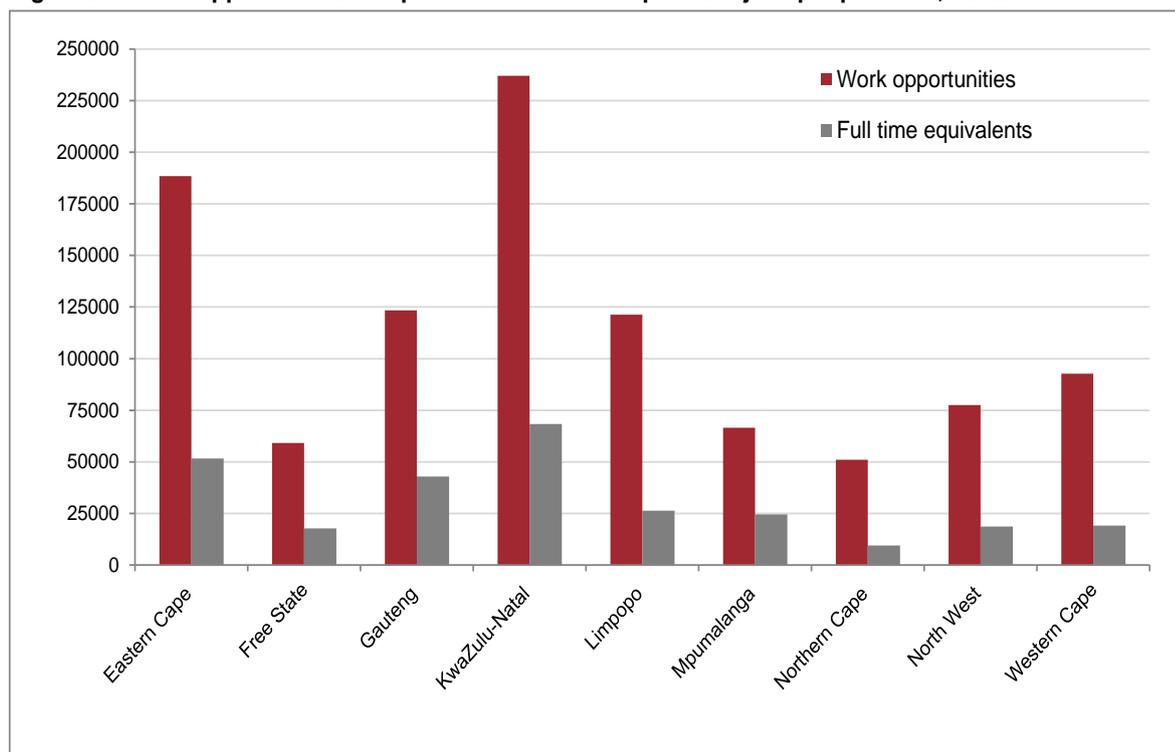
Figure 8.1 above shows that in 2013/14 the largest percentage (39 per cent) of EPWP work opportunities was in the infrastructure sector; the second largest, at 20 per cent, in the environmental and culture sector; and the third largest, at 19 per cent, in the social sector. Among the best-performing programmes in respect of work opportunities are:

- Facilities and infrastructure development: these programmes equip young people with technical infrastructure skills through their involvement with road maintenance, upgrading and construction; and the construction of health, education and sporting facilities and electrification projects.
- ECD centres and school feeding schemes: these programmes, implemented by provincial education departments, benefit day care and Grade R practitioners in community centres and food handlers at schools.
- HIV counselling and community home based care: these social sector programmes create full time work opportunities, mostly for women.

In 2013/14, across a range of sectors there were 1 017 265 provincial EPWP work opportunities, equating to 278 725 full time equivalent (FTE) jobs. Figure 8.2 below shows the relationship between work opportunities and full-time equivalent jobs, and the distribution of these across the provinces. KwaZulu-Natal created the most FTE jobs (68250, or 24.5 per cent of the total), followed by Eastern Cape (51581, or 18.5 per cent of the total). The largest numbers of jobs in KwaZulu-Natal were created through the Zibambele and Vukuzakhe road infrastructure programmes.

The largest percentage of EPWP work opportunities are in the infrastructure, environment and culture and social sectors

In 2013/14, there were over 1 million work opportunities in various sectors within the provinces

Figure 8.2 Work opportunities compared with full-time equivalent jobs per province, 2013/14


Source: Public Works EPWP reporting system

■ Medium-term outlook

Over the medium term, a priority is to promote job creation by increasing labour-intensive public works projects. Government will continue to use the *Expanded Public Works Programme Integrated* grant, which is paid to provincial departments that meet or exceed their full-time equivalent job targets. To access the grant, departments need to improve their reporting and their rate of job creation. They must also expand the number of built environment learnerships and form relationships with relevant organisations such as higher education institutions.

The DPW's turnaround strategy aims to improve service and reduce the cost of delivery.

Another major objective is to continue with the implementation of the turnaround strategy introduced by the national DPW in 2012 to address inefficiencies within the sector. Provinces' asset management practices tend to be poor and this has resulted in audit findings in many of them. Public works departments must improve their asset management, including their ability to compile and implement C-AMPs, which are the basis for condition assessments of existing facilities and for planning and budgeting properly for maintenance.

Although public works departments are responsible for compiling infrastructure programme implementation plans and for providing infrastructure for provincial line departments, they often do not have adequate capacity to carry out this function. They therefore need increasingly to work with provincial treasuries to increase their relevant capacities and skills; and need to recruit the necessary skilled personnel including engineers, architects, quantity surveyors and project managers.

■ Conclusion

As custodians of provinces' immovable assets and with the responsibility for implementing a wide range of infrastructure projects, provincial DPWs play a key role in infrastructure planning. Approaches to reform and improvement include the national turnaround strategy and implementation of the IDMS. The increased skills in budgeting, planning and implementation which should result from this will lead to greater ability to make decisions about many critical issues, including whether it is more cost-effective to lease or buy public property such as office space or housing for provincial officials.

