



Executive Summary Report

1. Project Description & Strategic Case

Project Name	Provincial Archives Project
Location	City of Cape Town
Sector	Social
Department	Department of Cultural Affairs and Sport
Project Owner	Lyndon Bouah
Project Manager	Lyndon Bouah

Project Scope

The **scope of the Provincial Archives Project** involves the phased expansion and modernisation of the **Western Cape Archives and Records Service (WCARS)** to address critical storage shortages and support long-term governance needs.

The project comprises a **six-phase masterplan** focused on increasing compliant archival storage capacity, modernising facilities, and enabling digital records management. **Phase 1**, which is fully designed and construction-ready, includes the demolition of outdated infrastructure at the Roeland Street site and the construction of a new **five-storey archival stack building with two basement levels**. This facility will provide high-density mobile shelving, cold storage for sensitive materials, scanning facilities, and digital records infrastructure.

Subsequent phases provide for the **refurbishment of existing stack areas**, expansion of administrative and staff accommodation, additional archival storage to meet future demand, and the development of public-facing facilities such as a conference centre and enhanced reading rooms. The project also includes supporting infrastructure to ensure environmental control, security, and operational efficiency.

Overall, the project delivers a **centralised, purpose-built archival facility** that ensures legal compliance, improves access to public records, supports digital transformation, and preserves the Western Cape's documentary heritage over the long term.

Justification

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The Provincial\r\nArchives Project is a construction-ready, legally mandated infrastructure\r\ninvestment designed to address an urgent storage capacity shortfall at the\r\nWestern Cape Archives and Records Service (WCARS). With an estimated 57,000\r\nlinear meters of unaccommodated records, the current capacity situation\r\ncompromises legal compliance, undermines governance, and limits public access\r\ninto essential documentation.

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The full project\r\nis structured across six phases, with a total estimated value of R1.22 billion.\r\nThe Phase 1 of the project which is fully scoped, costs R328.7 million and is ready\r\nfor implementation. This phase

includes the demolition of outdated infrastructure and the construction of a five-storey archival facility which has advanced mobile shelving, cold storage, scanning services, and digital transformation infrastructure.

Aligned with the Western Cape Infrastructure Framework (WCIF) 2050, Western Cape Infrastructure Strategy (WCIS) 2050, and the Panoptic Evaluation Framework, the project contributes to spatial justice, transversal governance, and long-term sustainability. It also strengthens public trust by enhancing access to records required for estate resolution, legal matters, and public history.

The Provincial Archives Project now seeks investment and approval for execution, positioning itself as a cornerstone of institutional memory, transparency, and citizen rights in the Western Cape.

Sector Specific Analysis

- **Limited digital connectivity**
- **Technology & Regulatory features**
- **Records Storage Capacity Shortfall**

The core sector issue is a critical shortage of compliant archival storage capacity (57,000+ linear meters). This directly affects legal compliance, governance, and service delivery across government.

- **Governance and Compliance Risk**

Auditor-General findings repeatedly cite poor record-keeping as a governance risk. The project directly addresses record integrity, audit readiness, and accountability.

Market Size And Demand Analysis

1. Total Addressable Market (TAM)

- **Population served by a transport corridor**

Population served: All Western Cape Government institutions and the residents of the Western Cape Province, including future generations, through improved access to public records, governance accountability, and cultural heritage preservation.

- For the Provincial Archives Project, the Total Addressable Market is defined by legislated public-sector demand rather than commercial market dynamics. In terms of Schedule 5(a) of the Constitution and the Provincial Archives and Records Service of the Western Cape Act, 2005, the Western Cape Archives and Records Service is mandated to receive, preserve, and provide access to records from all Western Cape Government departments, municipalities, public entities, the Office of the Premier, and the Provincial Parliament. The scale of this mandated market is evidenced by an existing backlog of over 57,000 linear metres of records, together with ongoing records generation across government. This demand is continuous, province-wide, and unavoidable, making the project's market base stable, predictable, and essential for lawful governance, accountability, and public access to information.

2. Served Available Market (SAM)

- **Location**

- The project is physically located at the WCARS site on Roeland Street, Cape Town.
- While the infrastructure is site-specific, the service coverage is province-wide, serving all Western Cape Government institutions.
- The fixed urban location shapes delivery logistics, approvals, and construction phasing, but does not limit the service market.

• **Capacity**

- Capacity is a core determinant of the served market.
- The project responds to a documented backlog of over 57,000 linear metres of records.
- Phase 1 and subsequent phases are explicitly designed to:
 - Eliminate current capacity constraints, and
 - Accommodate future records growth over the long term.
- Capacity directly defines how much of the total mandated demand can be served.

• **Which of the following criteria is being used to support this analysis in terms of Segmentation?**

• **Service level**

Primary segmentation criterion used

- The project is fundamentally segmented by service level and function, including:
 - Government departments, municipalities, and public entities (institutional service users),
 - Public users accessing records for legal, administrative, or research purposes.
- Capacity planning, phasing, and design are driven by service demand (records volumes, retention requirements, access needs) rather than demographics.

• **Institutional and Functional Segmentation**

Segmentation is also based on: Type of client institution (provincial departments, municipalities, public entities), Type of records (administrative, legal, historical, sensitive materials), Operational function (storage, preservation, digitisation, public access). This functional segmentation directly informs project scale, complexity, and phasing.

3. Demand Forecasting

2. Project Status & Implementation

Regulatory & Environmental Approvals

National Level	Provincial And Local Levels	Other Relevant Entities
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• Auditor-General of South Africa • National Treasury	• City of Cape Town • Department of Cultural Affairs and Sport • Department of Infrastructure (DOI) • Provincial Treasury, Western Cape • Panoptic Evaluation Structures (WCIF 2050)	• Environmental Assessment Practitioners Association of South Africa (EAPASA): Voluntary certification body for Environmental Assessment Practitioners • Heritage Western Cape • Professional Councils and Statutory Bodies SACAP, ECSA, SACQSP, etc
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Identify Key Stakeholders

Government

Name
Department Of Infrastructure
Provincial Treasury
Local Government
Department of Premier
Department of Cultural Affairs and Sport
Department of Environmental Affairs and Development& Planning
Western Cape Government
Department of Economic Development and Tourism
City of Cape Town – Local planning, building plan approval
Fire and Emergency Services

State-Owned Entities

Name	Engagement Strategy
Western Cape Archives and Records Service (WCARS)	Operational custodian and end user

Private Entities

Name	Engagement Strategy
Construction Companies	
Engineering Firms	
Specialist archival systems suppliers & Commercial records storage providers	

Civil Entities

Name	Engagement Strategy
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Civil society organizations advocating for community needs	
Researchers, academics & historians/heritage practitioners	
Legal practitioners and estate administrators	
Communities and individuals (presently & future generations) accessing records	

3. Governance, Policy & Enabling environment

Legal And Regulatory Framework

Governance Policies

- Western Cape Infrastructure Framework 2050 (WCIF 2050); Western Cape Infrastructure Strategy (WCIS)
- National Development Plan (NDP)
- Relevant Integrated Development Plans (IDPs)

Investment Needs

Sr	Name	Description
1	Infrastructure Development	• Renewable energy installations and grid improvements. • Digital and Operational Infrastructure • Archival Storage Infrastructure
2	Human Settlements	• Urban regeneration of an existing government precinct
3	Education	• Indirect Education Access Benefits • Support for research and knowledge institutions
4	Green Economy	• Resource efficiency through consolidation and digitisation
5	Tourism and Cultural Investment	• Infrastructure for eco-tourism and heritage sites. • Event hosting and destination marketing. • Support to cultural research and heritage tourism

4. Financial requirements & Funding strategies

Cost-Effectiveness Analysis (CEA)

Project Component	Intervention Type	Estimated Cost (ZAR)	Expected Outcome	Effectiveness Metric	Timeframe
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Cost-Benefit Analysis (CBA)

Estimated Duration	30 Year(s) & 0 Month(s)							
Item / Activity	Type	Category	Timeframe	Description	Amount	Discount Amt	Present Value (PV)	Net Benefit

Risk Evaluation

Start Date	01 Jan 2026			
Sector / Scenario	GDP Impact	Employment Impact	Key Drivers	Notes
Construction and Supply Chain Multiplier	Moderate to High (Short–Medium Term)	Moderate to High (Temporary)	Construction, manufacturing	Strong backward linkages
Employment and Income Multiplier	Moderate (Short–Medium Term)	Moderate to High	Labour-intensive construction activities & Engagement of professional service	Most effective in stimulating broad growth
Government Efficiency and Cost-Avoidance Multiplier (Tertiary Sector)	Moderate to High (Long Term)	Low to Moderate	Elimination of recurring expenditure on commercial storage solutions	Boosts productivity and institutional efficiency
Tertiary Sector - Digital Transformation Multiplier	Moderate to High (Long Term)	Low to Moderate	Investment in digitisation facilities and digital records infrastructure	Boosts productivity and connectivity
Tertiary Sector - Cultural and Knowledge Economy Multiplier	Moderate	Low to Moderate	Secure preservation and improved accessibility of historical and public records	Human capital development

Macro-Economic Benefits

Benefit Category	Estimated Impact	Sectoral Relevance	Policy Alignment
GDP Growth	Expenditure during demolition, construction (S/T) & improved government efficiency (L/T)	Primary - Construction & Public administration	National Development Plan (NDP), Economic Reconstruction and Recovery Plan (ERRP) & national priorities that view governance efficiency and institutional capability as essential
Employment Creation	Moderate: Employment is generated during Phase 1 (S/T) & Permanent operational employment is limited (L/T)	Primary - Construction & Professional and technical services sector	National Development Plan (NDP), Economic Reconstruction and Recovery Plan (ERRP) & national priorities that view governance efficiency and institutional capability as essential

Sectoral Spillovers	Moderate to High (Long Term)	Public administration and governance & Legal and judicial services	Economic Reconstruction and Recovery Plan (ERRP)
Poverty and Inequality Reduction	Low to Moderate (Long Term) - access records required for legal claims, land matters, estate administration, identity verification, and social rights.	The project supports social equity across multiple sectors,	Economic Reconstruction and Recovery Plan (ERRP)

5. Financial requirements & Funding strategies

Project Guestimate

Estimated Cost	R 1,220,000,001
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Total Project Cost Breakdown

1. Cost Category : Capital Expenditure (CAPEX)

Description	Estimated Cost (ZAR)	Notes
Land Acquisition & Site Prep	R 0	
Design & Engineering	R 0	
Construction & Civil Works	R 0	
Equipment & Materials	R 0	
Utility Connections	R 0	
Contingency	R 0	

2. Cost Category : Development Costs

Description	Estimated Cost (ZAR)	Notes
Feasibility Studies	R 0	
Legal & Regulatory Compliance	R 0	
Stakeholder Engagement	R 0	
Project Management	R 0	

3. Cost Category : Operational Expenditure (OPEX)

Description	Estimated Cost (ZAR)	Notes
Staffing & Operations	R 0	
Maintenance & Repairs	R 0	
Utilities & Consumables	R 0	
Insurance & Monitoring	R 0	

4. Cost Category : Financing Costs

Description	Estimated Cost (ZAR)	Notes
Interest During Construction	R 0	
Financial Fees	R 0	

5. Cost Category : Lifecycle & Decommissioning

Description	Estimated Cost (ZAR)	Notes
Asset Replacement	R 0	
Decommissioning	R 0	

6. Cost Category : Inflation & Escalation

Description	Estimated Cost (ZAR)	Notes
Adjustments based on Treasury guidelines	R 0	

Funding Sources

[Funding Strategy Guide for Infrastructure Projects](#)

Innovative Financing Mechanisms

[Innovative Financing Mechanisms for Infrastructure Projects](#)

6. Project feasibility, approvals & infrastructure planning

Technical Feasibility

The technical feasibility of the Provincial Archives Project is strong and well established. The project is based on a detailed six-phase masterplan, with Phase 1 fully designed and construction-ready, supported by specialist archival infrastructure requirements. The proposed facility responds to well-defined technical needs, including high-load structural design for dense storage, controlled temperature and humidity, fire protection, security systems, and provision for digitisation and digital records infrastructure. The project is to be implemented on an existing government site, reducing technical uncertainty related to land and access. The phased design allows for future expansion and adaptation, confirming that the project is technically achievable using proven construction methods and specialist professional expertise.

Master Plan Integration

The master plan integration of the Provincial Archives Project is clear and well aligned with provincial infrastructure planning frameworks. The project is guided by a six-phase masterplan that integrates immediate capacity needs with long-term expansion and operational requirements of the Western Cape Archives and Records Service. Phase 1 is designed as a foundational intervention that does not preclude or constrain later phases, ensuring continuity and flexibility. The masterplan aligns with the Western Cape Infrastructure Framework 2050 (WCIF 2050) and the Western Cape Infrastructure Strategy (WCIS 2050), positioning the project within the broader provincial infrastructure pipeline and confirming its role as a long-term, strategic social and governance infrastructure investment.

Alternative Evaluation

The alternative evaluation undertaken for the Provincial Archives Project demonstrates that the preferred option is technically feasible and superior to other assessed scenarios. Alternatives such as continued reliance on in-department storage or commercial off-site facilities were found to be technically inadequate, non-compliant with archival standards, and unable to address long-term capacity and preservation requirements. A value-engineered alternative with a reduced building footprint was technically viable but offered limited capacity and reduced long-term resilience. The selected option balances technical performance, scalability, and compliance, while enabling phased expansion without compromising future infrastructure needs.

Infrastructure Planning Prioritization

The infrastructure plan for the Provincial Archives Project confirms strong technical feasibility and readiness. The project is based on a six-phase, site-specific infrastructure plan that responds directly to quantified archival storage deficits and long-term demand. Phase 1 establishes the core archival stack building and enabling infrastructure, while subsequent phases provide for refurbishment, expansion, and complementary facilities. The plan makes efficient use of an existing government-owned site, integrates specialist archival requirements, and allows infrastructure to be delivered incrementally without disrupting operations. This structured approach ensures technical coherence, scalability, and long-term infrastructure sustainability.

7. Delivery Mechanism & procurement strategy

WCG Sector Priorities

Outcomes	Social	Energy & Water	Economic	Technology	Ecological
Households have increased access to basic services and improved shelter			Medium Term 5-15 YRS		
Infrastructure investment drives spatial transformation and improves spatial resilience					Medium Term 5-15 YRS
Investment in social infrastructure improves access to health, education, social development, and recreation opportunities	Medium Term 5-15 YRS				Medium Term 5-15 YRS

Community Participation

- Initiation

The **Initiation Phase** of the Provincial Archives Project focused on clearly defining the problem, establishing the strategic case, and confirming the legal mandate for intervention. This phase identified a critical and growing storage capacity shortfall at the Western Cape Archives and Records Service (WCARS), evidenced

by a backlog of over 57,000 linear metres of records and increasing risks to legal compliance and governance. Legislative obligations arising from Schedule 5(a) of the Constitution and the Provincial Archives and Records Service of the Western Cape Act, 2005, provided the formal basis for the project. During initiation, the need for a long-term, phased infrastructure solution was recognised, and the project was framed as a strategic, province-wide intervention rather than a routine operational upgrade. Initial alignment with provincial infrastructure planning frameworks, including WCIF 2050 and WCIS 2050, established the project's relevance within the broader infrastructure pipeline and set the foundation for subsequent feasibility, planning, and design phases.

- **Design**

The **Design Phase** of the Provincial Archives Project translated the strategic need identified during initiation into a technically sound, implementable solution. This phase involved the development of a comprehensive **six-phase masterplan** for the expansion of the Western Cape Archives and Records Service (WCARS), ensuring that immediate capacity pressures were addressed while allowing for long-term growth and adaptability. Detailed design work focused on highly specialised archival requirements, including structural capacity for high-density mobile shelving, controlled environmental conditions, fire protection, security, cold storage, and provision for digitisation and digital records infrastructure. Phase 1 was designed to be **construction-ready**, supported by detailed technical documentation and updated cost estimates, while subsequent phases were conceptually designed to enable phased expansion without disrupting operations. The design phase therefore balanced precision and flexibility, ensuring compliance with archival standards, alignment with provincial infrastructure frameworks, and readiness for implementation within an active operational environment.

- **Develop**

The **Develop Phase** of the Provincial Archives Project builds on the completed design work by preparing the project for execution and implementation. During this phase, **Phase 1** is taken to full construction readiness, including finalisation of technical documentation, confirmation of scope, and refinement of cost estimates to support budget approval. Procurement strategies are developed in alignment with provincial supply chain requirements, and sequencing is planned to manage demolition and new construction within an operational archival environment. This phase also focuses on readiness activities such as stakeholder coordination between the Department of Cultural Affairs and Sport, the Department of Infrastructure, Provincial Treasury, and the City of Cape Town, as well as confirmation of regulatory and planning requirements. The Develop Phase ensures that risks related to cost, constructability, and operational continuity are actively managed, and that the project is positioned to move seamlessly into the delivery phase once funding and approvals are secured.

- **Implement**

The **Implementation Phase** of the Provincial Archives Project involves the physical execution of the approved works, beginning with **Phase 1**, which is construction-ready. This phase includes the demolition of outdated infrastructure on the WCARS site, followed by the construction of a new, purpose-built archival facility in accordance with the approved designs, budget, and procurement arrangements. Implementation must be carefully sequenced to ensure the protection of existing records and the continuity of archival operations throughout construction. Close coordination between contractors, the Department of Infrastructure, WCARS management, and regulatory authorities is required to manage health and safety, quality control, and compliance with building and planning approvals. Given the project's phased approach, implementation also establishes the foundations, both technically and operationally, for subsequent phases, ensuring that new infrastructure integrates seamlessly with existing facilities and supports the long-term expansion of archival capacity.

- **Handover**

The **Handover Phase** of the Provincial Archives Project marks the transition from construction to full operational use of the new archival facilities. During this phase, completed works are formally inspected,

certified, and handed over by the Department of Infrastructure to the Western Cape Archives and Records Service (WCARS) as the end user. This includes verification that all building systems, environmental controls, security measures, and specialist archival infrastructure meet the required technical and compliance standards. Operational readiness activities are undertaken in parallel, such as staff orientation, commissioning of equipment, and the planned migration of records into new storage areas. The handover phase also involves the close-out of contracts, resolution of any defects, and confirmation of maintenance responsibilities. Successful handover ensures that the new facilities are safe, functional, and fully integrated into WCARS operations, enabling the institution to immediately realise the intended governance, compliance, and service delivery benefits of the project.

- **Monitor & Evaluate**

The **Monitor and Evaluate Phase** of the Provincial Archives Project ensures that the completed infrastructure continues to deliver its intended strategic, operational, and public-value outcomes over time. This phase focuses on tracking performance against key objectives such as increased storage capacity, improved compliance with archival legislation, operational efficiency, and enhanced access to records. Ongoing monitoring assesses the functionality of environmental controls, security systems, and digital records infrastructure, as well as the effectiveness of new workflows introduced through the expanded facilities. Evaluation activities also consider whether the phased expansion remains aligned with projected records growth and future demand, informing decisions on the timing and scope of subsequent phases. Through regular reporting, governance oversight, and integration with provincial infrastructure performance frameworks, this phase supports continuous improvement, accountability, and evidence-based decision-making, ensuring that the investment remains fit for purpose and delivers long-term value to the Western Cape Government and the public.

Procurement Methods

1. Procurement Strategy

The procurement strategy for the Provincial Archives Project is designed to ensure transparent, compliant, and efficient delivery within established Western Cape Government frameworks. Implementation will be undertaken by the Department of Infrastructure using standard competitive tender processes aligned with provincial supply chain management regulations. The availability of a construction-ready Phase 1 enables clearly defined scopes, accurate cost control, and reduced procurement risk. Procurement will be sequenced to support phased implementation, allowing lessons from earlier contracts to inform later phases. This approach supports value-for-money, manages risk, and ensures that suppliers with appropriate technical capability and experience are appointed to deliver this specialised archival infrastructure.

2. Municipalities

3. Communities

Risk Sharing Mechanisms

8. Special (eg. gender) procurement actions and social impact

Social Benefits