



## Project Prefeasibility Report

### 1. Project Details

|                 |                                          |
|-----------------|------------------------------------------|
| 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                             |

#### 1.1 Background & Justification

*The Provincial Archives Project is a construction-ready, legally mandated infrastructure investment designed to address an urgent storage capacity shortfall at the Western Cape Archives and Records Service (WCARS). With an estimated 57,000 linear meters of unaccommodated records, the current capacity situation compromises legal compliance, undermines governance, and limits public access to essential documentation.*

*The full project is structured across six phases, with a total estimated value of R1.22 billion. The Phase 1 of the project which is fully scoped, costs R328.7 million and is ready for 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 This phase includes the demolition of outdated infrastructure and the construction of a five-storey archival facility which has advanced mobile shelving, cold storage, scanning services, and digital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.*

#### 1.2 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.

2. Objectives & Key Focus Areas

| Objective                                            | Key Focus Area                                                                                                                       |
|------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------|
| Address the Archival Storage Capacity Shortfall      | <ul style="list-style-type: none"><li>• Strengthening Municipal Infrastructure</li><li>• Innovation &amp; Futures Planning</li></ul> |
| Strengthen Governance, Accountability, and Oversight | <ul style="list-style-type: none"><li>• Innovation &amp; Futures Planning</li></ul>                                                  |
| Support Digital Transformation of Records Management | <ul style="list-style-type: none"><li>• Innovation &amp; Futures Planning</li></ul>                                                  |
| Preserve Cultural Heritage and Institutional Memory  | <ul style="list-style-type: none"><li>• Prioritising Infrastructure for Maximum Impact</li></ul>                                     |

3. Project Timeline & Cost

|                      |                         |
|----------------------|-------------------------|
| Estimated Duration   | 30 Year(s) & 0 Month(s) |
| Estimated Start Date | 01 Jan 2026             |
| Estimated Cost       | R 1.225B                |

4. Project Stage-0 Submission & Approval

|              |  |
|--------------|--|
| Submitted By |  |
| Submitted On |  |
| Signed By    |  |
| Approved On  |  |

5. Environmental & Social Considerations

5.1 Environmental Considerations

- Consolidation of Dispersed Storage & Efficient Use of Space
- Greenhouse gas emissions and deforestation contributing to climate change
- Land Use & Zoning Compliance

5.2 Social Considerations

6. Regulatory & Environmental Approvals

6.1 National Level

- Auditor-General of South Africa
- National Treasury

6.2 Provincial and Local Levels

- City of Cape Town

- Department of Cultural Affairs and Sport
- Department of Infrastructure (DOI)
- Provincial Treasury, Western Cape
- Panoptic Evaluation Structures (WCIF 2050)

### 6.3 Other Relevant Entities

- 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

## 7. Identify Key Stakeholders

### 7.1 Government

- Department Of Infrastructure
- Provincial Treasury
- Department of Cultural Affairs and Sport
- Western Cape Government
- City of Cape Town – Local planning, building plan approval

### 7.2 State-Owned Entities

- **Western Cape Archives and Records Service (WCARS)**  
Operational custodian and end user

### 7.3 Private Sector

- Construction Companies
- Engineering Firms
- Specialist archival systems suppliers & Commercial records storage providers

### 7.4 Civil Society

- 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

### 7.5 Other Stakeholders

## 8. WCG Sector Priorities

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

## 9. Infrastructure Type

### 9.1 Hard

The project delivers hard infrastructure through the construction of a purpose-built archival facility, including structural works, high-density shelving systems, cold storage, and secure physical environments designed to safely preserve records over the long term

### 9.2 Soft

Soft infrastructure is reflected in the systems, processes, and institutional capacity the project enables, including improved records management practices, digital transformation, governance oversight, and access to information that supports accountability and effective public administration.

### 9.3 Critical

As critical infrastructure, the project safeguards essential government records that underpin legal compliance, service delivery, institutional memory, and citizen rights, ensuring continuity of government functions and protection of information vital to the Western Cape's democratic and administrative systems.

## 10. Project Stage-1 Submission & Approval

|              |  |
|--------------|--|
| Submitted By |  |
| Submitted On |  |
| Signed By    |  |
| Approved On  |  |

## 11. Geo Location

|              |  |
|--------------|--|
| Geo Location |  |
| Latitude     |  |
| Longitude    |  |

## 12. Procurement Planning

- **Designated Groups** - Historically disadvantaged individuals
- **Local Content and Production**
- **Broad-Based Black Economic Empowerment (B-BBEE)**
- **Value-for-money, technical capability, and regulatory compliance**

## 13. Procurement Action

- **Procurement Planning**
- **Preferential Procurement Regulations (2022)** - Aligned : Yes
- **Sustainable Public Procurement (SPP)** - Aligned : Yes
- **Standard public-sector mechanisms apply**  
Open and competitive tendering Value-for-money and technical capability as selection criteria Phased procurement aligned with funding availability Risk mitigation through escalation and contingency allowances

## 14. Social Impact

- **Inclusive Economic Participation**

- **Social Equity & Spatial Justice**
- **Environmental Sustainability**
- **Skills Development and Job Creation**
- **Community Empowerment**
- **Ethical and Transparent Governance**
- **Safety & Security**
- **Enhanced Accessibility & User Experience**

15. Property Availability

Has the land for the site been identified?: Yes  
Remarks: The Project will be implemented on the existing WC Archives site in Roeland Street, Cape Town.

16. Project Stage-2 Submission & Approval

|              |  |
|--------------|--|
| Submitted By |  |
| Submitted On |  |
| Signed By    |  |
| Approved On  |  |

17. Background & Justification

*The Provincial Archives Project is a construction-ready, legally mandated infrastructure investment designed to address an urgent storage capacity shortfall at the Western Cape Archives and Records Service (WCARS). With an estimated 57,000 linear meters of unaccommodated records, the current capacity situation compromises legal compliance, undermines governance, and limits public access to essential documentation.*

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*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.*

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18. Economic and Social Justification

- **Improving access**
- **Reducing inequality**
- **Improving Social and Environmental Equity**
- **Supporting Community Trust and Transparency**
- **Alignment with Provincial Economic Strategies**  
Explicitly aligned with WCIF 2050, WCIS 2050, and WCIIP 2050.

19. Geographic Coverage

19.1 Regions

- City of Cape Town
- Cape Wineland
- West Coast
- Overberg
- Garden Route
- Central Karoo

## 19.2 Municipalities

| District | Municipalities |
|----------|----------------|
|----------|----------------|

## 19.3 Communities

| District | Communities |
|----------|-------------|
|----------|-------------|

## 20. 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.

## 21. Approval Bodies

### 21.1 Provincial Government Departments

- Department of Cultural Affairs and Sport
- Department Of Infrastructure
- Provincial Treasury
- Department of Premier
- Western Cape Government
- City of Cape Town – Local planning, building plan approval
- Fire and Emergency Services

### 21.2 Public Entities and Regulatory Bodies

- Western Cape Provincial Treasury
- Western Cape Provincial Parliament
- Municipal Building Control & Planning Authorities

### 21.3 Specialized Committees and Boards

- Municipal Planning Committees
- Fire Safety Review Committees or Building Control Advisory structures
- Heritage-related advisory bodies

## 22. Environmental Considerations

## 24. Investment Needs

### 24.1 Infrastructure Development

- Renewable energy installations and grid improvements.
- Digital and Operational Infrastructure

- Archival Storage Infrastructure

## 24.2 Human Settlements

- Urban regeneration of an existing government precinct

## 24.3 Education

- Indirect Education Access Benefits
- Support for research and knowledge institutions

## 24.4 Green Economy

- Resource efficiency through consolidation and digitisation

## 24.5 Tourism and Cultural Investment

- Infrastructure for eco-tourism and heritage sites.
- Event hosting and destination marketing.
- Support to cultural research and heritage tourism

# 25. Policy Incentives

## 25.1 Sector-Focused Incentives

- Inclusive Infrastructure Development
- Gender-Responsive Procurement
- Youth Empowerment
- Public-Private Partnerships (PPP)
- Economic Inclusion

## 25.2 Investment Ecosystem Support

- Western Cape Infrastructure Pipeline / DOI support
- Provincial Treasury PPP and project preparation support
- WCIF 2050 Panoptic Evaluation framework
- National PSP and rail reform support mechanisms

## 25.3 Business Support and Facilitation

- Procurement facilitation
- Stakeholder coordination
- Internal project preparation and pipeline support

## 25.4 National Incentives Accessible in the Western Cape Via the Department of Trade, Industry and Competition (DTIC)

- Indirect DTIC Alignment (Not Incentive-Based) [around inclusive economic participation, formalisation of informal sectors, SMME participation through procurement and concessions]

## 25.5 Investment Summits: Hosted by the Premier to connect investors with opportunities and funding partners

# 26. Scale And Complexity

## 26.1 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.

### • Other Total Addressable Market Methods

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.

## 26.2 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.

## 26.3 Demand Forecasting

## 26.4 Size

|              |                                 |
|--------------|---------------------------------|
| Project Type | New Project                     |
| Project Size | Mega - Total of R1 Bill or more |

# 27. Challenges

## 27.1 Financial Complexity

The **financial complexity** of the Provincial Archives Project arises from its scale, phased delivery, and long-term funding horizon. While **Phase 1** is fully costed and construction-ready at **R328.7 million**, the project forms part of a broader **six-phase programme** with an estimated total value of approximately **R1.22 billion**, requiring sustained commitment over many years. Managing affordability across phases, while responding to fiscal constraints and competing provincial priorities, presents an ongoing challenge. Cost escalation, professional fees, and contingencies must be carefully managed to preserve value for money, particularly given the specialised nature of archival infrastructure. In addition, the current absence of quantified operational expenditure requires forward planning to ensure that new facilities can be sustainably operated once delivered. Balancing immediate capital investment needs with long-term financial sustainability, while maintaining compliance with public finance regulations and budget cycles, is therefore a central financial challenge of the project.

## 27.2 Operational Complexity

The **operational complexity** of the Provincial Archives Project lies in maintaining uninterrupted archival services while transitioning to expanded and modernised infrastructure. WCARS is a live operational environment that

continues to receive, preserve, and provide access to records from across the Western Cape, even as existing capacity constraints persist. Managing the transfer, protection, and integrity of sensitive records during demolition, construction, and phased expansion requires careful sequencing and strict operational controls. The introduction of new systems, such as high-density shelving, cold storage, and digital records infrastructure, will also require changes to workflows, staff practices, and systems integration. In addition, the phased nature of the project means that operations must adapt incrementally, balancing current service demands with future capacity planning. Ensuring continuity of service, staff readiness, and consistent compliance with archival standards throughout this transition represents a significant operational challenge that must be actively managed over the life of the project.

27.3 Technical challenges

The **technical challenges** of the Provincial Archives Project stem primarily from delivering highly specialised archival infrastructure within a constrained, operational urban site. The project must integrate demolition of existing structures with new construction while ensuring continuity of archival operations and safeguarding sensitive records. Designing a facility that meets stringent archival standards, such as controlled temperature and humidity, fire protection, security, and load-bearing requirements for high-density mobile shelving, adds further complexity. The incorporation of cold storage, digitisation facilities, and digital records infrastructure requires careful coordination between architectural, engineering, and ICT systems. In addition, the phased nature of the six-phase masterplan demands technical solutions that allow future expansion and adaptability without compromising current performance. These challenges necessitate precise planning, specialist expertise, and close coordination between the Department of Infrastructure, professional teams, and WCARS to ensure that the facility is resilient, compliant, and fit for long-term use.

28. Phases

29. Project Stage-3 Submission & Approval

|              |  |
|--------------|--|
| Submitted By |  |
| Submitted On |  |
| Signed By    |  |
| Approved On  |  |