

Activity Evaluation: Apia Waterfront Development Project

June 2017 – July 2020



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Executive Summary

This report presents the findings of an evaluation of works to improve the waterfront environment in downtown Apia, which is referred to as the Apia Waterfront Development Project (AWDP). The AWDP consisted of three phases with a total budget of NZD 9.975 million funded by the New Zealand Ministry of Foreign Affairs & Trade¹ (MFAT). This evaluation is focused on Phase 3 of the AWDP which resulted in a major waterfront infrastructure investment in the Events Space (ES) and Clock Tower Boulevard (CTB). The ES and CTB works commenced in June 2017 and the upgraded waterfront opened on 2 July 2019. The defects liability period ended in June 2020 with the Activity closed out in December 2021 after the completion report was delivered by Samoa's Ministry of Works, Transport and Infrastructure (MWTI).

For the purposes of this report, the AWDP is referred to as the Activity.

Apia Waterfront Development Project (the Evaluand)

As a key feature of the city of Apia, the waterfront is located along its northern coastal foreshore and extends for approximately six and a half kilometres from Mulinu'u (in the west) to Taumeasina (in the east). Prior to 2015, the Apia waterfront was poorly developed with facilities and seawall in varying stages of disrepair. There was surface flooding and drainage issues, poor signage, insufficient lighting, and limited attractions on the waterfront giving little reason for locals or tourists to visit this area. Cruise ship arrival facilities located on the port were also limited with visitors having to walk through industrial dock areas before exiting the port and making their way along the waterfront. As a result, the Apia waterfront was not seen as a visitor attraction by tourists² with only locals utilising the area. A range of donor-funded initiatives have improved these conditions. However, with no controlling urban municipal council, the development and management of planning and services in Apia, and particularly the Apia waterfront, is fragmented across a number of stakeholders and government agencies.

This Activity was initiated following a visit by Samoa's Prime Minister to Auckland in 2013, and discussions with the CEO of Auckland Waterfront about how Apia might go about developing its own waterfront to improve its appearance and attract tourism. This led to MFAT and the Government of Samoa (GoS) entering into a partnership to establish the Apia Waterfront Unit to develop the Apia Waterfront Plan (the Plan) and deliver on quick wins. Once developed, the Plan informed MFAT's subsequent and more significant waterfront infrastructure investment in the ES and CTB in 2017. The ES and CTB investment is the primary focus of this evaluation.

The AWDP is New Zealand's flagship tourism infrastructure investment in Samoa and its goal is to develop the economic and tourism potential of the Apia waterfront. The Activity complements New Zealand's wider Samoa Tourism Growth Programme (STGP) which provides

¹ Formerly the New Zealand Aid Programme and now the 'Pacific & Development Group' within New Zealand's Ministry of Foreign Affairs and Trade.

² Samoa International Visitor Survey 2012-2013.

direct support to the tourism industry in areas of marketing, capacity building and product development.

Under the Activity, MFAT contracted Beca International Consultants (Beca) to undertake site investigations and detailed design of the ES and CTB. Beca also served as Engineer to Contract for the construction works, administering and providing technical oversight of the construction contracts which were held by MWTI. Using the NZS3910 contract model and through local procurement processes, a locally based company known as Zheng Construction Company Ltd (Zheng Construction) was contracted in August 2018 to deliver the works. The construction was completed within 11 months, with practical completion of the ES achieved in July 2019 and in August 2019 for the CTB.

Evaluation Approach

A typical evaluation of New Zealand Aid Programme Activities would require an independent evaluator to travel to the country in which the Activity was delivered, to view the Activity concerned and meet in-country stakeholders.

At the time this evaluation was planned, international travel was severely constrained as a result of the global COVID-19 pandemic. MFAT therefore developed a remote evaluation approach which used in-house resources supported by external evaluative oversight, with the method and findings validated by independent peer review.

Evaluation Findings

The design and implementation of this Activity provides a good example of how stakeholder-informed urban planning provides a solid foundation for holistic development, enabling discrete infrastructure activities to contribute to an integrated development outcome that improves amenity, attracts locals and visitors, supports socio-economic development, and provides an enabling environment for public health and recreational benefits.

This Activity has clearly demonstrated the benefits of enhancing an underutilised and deteriorating area of Apia's waterfront, and provides a model for enhancement of other areas along the waterfront. The upgraded area has led to a marked improvement in civic pride and outdoor recreational activity. The success of this Activity was attributed to a combination of good planning and effective stakeholder engagement. It also provided an opportunity to build capacity of the local construction sector as an indirect benefit.

While there are clearly significant development benefits arising from this Activity, the area involved represents only a small portion of the total waterfront area, and the cost-effectiveness of extending this level of development across the full waterfront remains to be determined.

The Activity was assessed against OECD DAC Activity-level evaluation criteria and a five point grading range: Very Good, Good, Satisfactory, Poor, Very Poor was used to rate the performance of the Activity against the criteria as follows:

Relevance	Very Good
Coherence	Very Good
Impact	Good
Effectiveness	Satisfactory
Efficiency	Satisfactory
Sustainability	Good

The following photographs illustrate the effectiveness of the waterfront work.



Figure 1. Pre-development of the Events Space (2017)



Figure 2. Pre-development of the Clock Tower Boulevard (2017)



Figure 3. Post-development of the Events Space and Clock Tower Boulevard



Figure 4. Post-development of the Events Space (2020)



Figure 5. Post-development of the Clock Tower Boulevard (2020)

1 Purpose

The New Zealand Ministry of Foreign Affairs & Trade's Aid Programme (MFAT) administers public funds to deliver official development assistance (ODA) to developing countries. In doing so, it has a responsibility to balance its commitments to development partners against its statutory obligations under the Public Finances Act 2013 regarding efficient and effective use of public funds. MFAT routinely evaluates its Activities and programmes to ensure this balance is optimised via the design and delivery of its ODA Activities.

Evaluation Policy

MFAT's policy³ that was operational at the time, required an external evaluation of *all individual Activities that exceeded NZ \$10 million in value*. Other Activities may be considered for evaluation if doing so would benefit decision-making, learning, accountability, or if there is a particular need to do so. Evaluation findings help MFAT to assess whether it is making a difference, optimising its resources and using the most effective and efficient methods to support sustainable development outcomes.

Activity evaluations are conducted in accordance with our Evaluation Policy, which defines evaluation as *'the systematic and objective assessment of an on-going or completed activity, programme or policy, its design, implementation and results'*.

Evaluations conducted for MFAT are also required to conform to its [Evaluating an Activity Guideline](#). This assesses Activities against the following criteria which mirror the DAC [Quality Standards for Activity Evaluation](#):

Relevance: the extent to which the intervention was consistent with the priorities and policies of the target group, partner and donor.

Impact: the change (positive and negative) arising from the intervention, whether it was direct, indirect, intended or unintended.

Effectiveness: the extent to which the intervention achieved the desired results (outputs and outcomes).

Efficiency: the extent to which the cost of the intervention can be justified by its results, taking alternatives into account.

Sustainability: the extent to which benefits of the intervention can be sustained after its conclusion.

³ The Evaluation Policy is currently being reviewed and an updated Policy is expected to be released in 2021.

Evaluation Rationale

MFAT's investment in the Apia Waterfront Development Project (AWDP) was just below the NZD 10 million policy threshold at which an Activity requires an evaluation. However, this Activity was deemed important in that it was one of MFAT's more significant investments in tourism infrastructure, and allows a comparison to a similar waterfront enhancement Activity in Port Vila, Vanuatu, which was being evaluated in 2020.

2 Evaluation Design

Background

This evaluation was conducted using a novel remote approach, developed to enable ongoing evaluation of MFAT's international development Activities despite travel constraints imposed as a result of the COVID-19 pandemic. It was developed jointly by MFAT's Infrastructure, Energy and Transport team and MFAT's in-house evaluation staff from the Insights, Monitoring & Evaluation team, to ensure that it met MFAT International Cooperation for Effective Sustainable Development⁴ principles (effective, inclusive, resilient and sustained).

Assessment Criteria

MFAT Activity evaluations utilise the [OECD's Development Assistance Committee \(DAC\)](#) criteria and guiding principles for Activity-level evaluations, as revised in 2019 by its Network on Development Evaluation (EvalNet) and summarised in Figure 6 below.

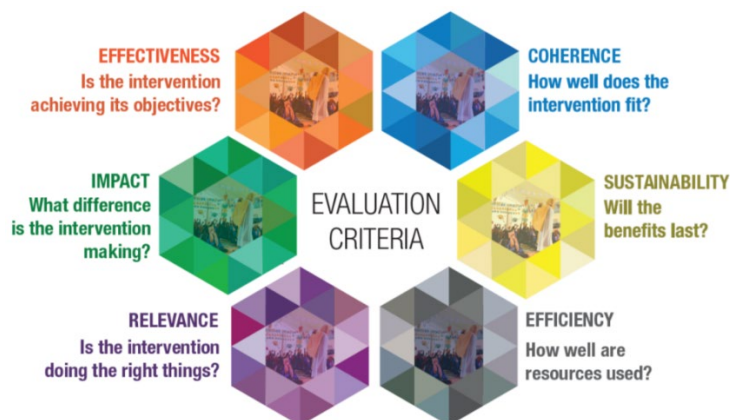


Figure 6. Revised OECD DAC Evaluation Criteria for Activity-Level Evaluations

Methodology

The evaluation was conducted by a team of evaluators comprising:

- Two evaluators from within MFAT: the lead evaluator was from the NZ High Commission in Apia, who held in-depth knowledge of the Activity. The second in-house evaluator was from the Sustainable Development Sector and Thematic Division (DST) with experience in development Activities, infrastructure, and environmental

⁴ <https://www.mfat.govt.nz/assets/Aid-Prog-docs/Policy/Policy-Statement-New-Zealands-International-Cooperation-for-Effective-Sustainable-Development-ICESD.pdf>

impact assessment. The two evaluators focused on characterising the development activity, document review and initial interpretation of findings.

- An independent evaluator with experience in undertaking programme evaluations for MFAT: this evaluator focused on ensuring effective stakeholder engagement, triangulation of information and refinement of findings.

The evaluation team were accountable to the Governance Group⁵ set up to provide quality assurance and oversight to the evaluation. In addition, an independent evaluation expert was commissioned to provide peer review of the evaluation report and the evaluation process.

The primary means of data collection was existing MFAT files and publicly available documents. This was supplemented by interviews with GoS and MFAT staff, consultants and contractors involved in Activity planning and delivery, and a brief email survey⁶ of public users of the Apia waterfront.

The evaluation team collated its information and findings in a draft report which was considered by the independent peer reviewer. The report was then shared with the bilateral teams for their feedback and comment. The collective feedback informed the final report. The Governance Group approved the final version (this document) once it was satisfied that the peer reviewer's comments were adequately addressed.

The Unit Manager, responsible for the Samoa bilateral programme, will be invited to prepare a management response to the final report. This response typically addresses areas of agreement, disagreement, and proposed actions in response to evaluation report findings.

Limitations

MFAT is satisfied that the approach designed for this evaluation is robust and sufficient attention has been paid to ensure the transparency and rigour in the analytical process, first, through the use of an external evaluator to work alongside the internal evaluators as a core member of the evaluation team, and secondly through the use of an independent peer reviewer. All limitations arising from the use of in-house personnel and the inability of the evaluator to visit the subject country were identified prior to commencing this evaluation. Table 1 outlines these limitations and how they were mitigated by the evaluation approach used.

⁵ The Governance Group was chaired by the Unit Manager, Infrastructure, Energy and Transport team. Members included the evaluation team, a representative from the Insights, Monitoring and Evaluation team, Bilateral teams, Lead Adviser from the Infrastructure, Energy and Transport team and the independent Peer Reviewer

⁶ The survey was conducted via email in November 2020 by staff of the New Zealand High Commission in Apia, at a time when Samoa had documented its first two cases of COVID-19 (N=4).

Table 1 – Method Limitations & Mitigation Approaches

Limitations	Mitigation Approaches
The use of an in-house evaluator introduces a risk of bias.	An independent co-evaluator focused on evaluation design, stakeholder contact and validation of findings. An independent peer reviewer ensured that the evaluation design and approach met the standards required for an evaluation of this nature.
Travel restrictions mean that the evaluator cannot get a first-hand impression of current conditions or meet stakeholders face to face.	<p>Officials from Samoa’s Ministry of Finance arranged interviews with in-country stakeholders including Government officials. These interviews were undertaken by the independent evaluator via Zoom.</p> <p>An MFAT representative in the New Zealand High Commission in Apia, Samoa undertook an online survey of members of the public</p>
Personnel involved in the Activity have moved into different roles.	Most personnel involved in Activity design and delivery (in MFAT, the Government of Samoa and the contractors used) were available for interview.
There is likely to be insufficient data available to quantify or attribute impacts of the Activity.	Most development Activity evaluations conducted in the Pacific experience limited availability of quantitative data, so tend to be qualitative, but supplemented by quantitative assessment where data are available.

3 Context

Country Context

Samoa consists of ten islands spread over 2,830 square kilometres. Of these, only four islands are inhabited – Upolu, Savaii, Manono and Apolima – and home to a current population estimate of close to 200,000 people.⁷ Most of the population (77.3%) reside on Upolu island where the capital city of Apia and the Apia waterfront are located.

The population is mostly made up of Samoans with a small number of Pacific islanders and Europeans predominantly from New Zealand. Samoa's population has a relatively young population with a median age of 21.8 years. The official languages are Samoan and English.

Development Context

Samoa is ranked 111 out of 189 countries on the Human Development Index, having graduated from Least Developed Country to Developing Country status in 2014 on the back of significant economic reforms and a commitment to increase its resilience as both a nation and people.

Samoa experienced positive GDP growth that averaged between 2-3% over the 2010-2019 period, with a reported decline of -3.5% for FY19/20 due to the measles epidemic in late 2019 and the onset of COVID in early 2020.⁸ The Asian Development Bank estimates the Samoan economy will continue to contract by -5.0% in 2020 and -9.7% in 2021⁹ bringing into perspective the harsh reality of living in a world with COVID-19.

Samoa's economy is dependent largely on tourism (25%), remittances (25%) from equal numbers of Samoans living overseas, agriculture and fisheries (10%).¹⁰ Following the closure of Samoa's international border in March 2020, the tourism sector has effectively closed with a renewed focus on domestic tourism and business continuity.

Samoa's development challenges include a growing population leading to rising unemployment (reportedly at 10% but this could be exacerbated under COVID); rapid urbanisation (with 18% of the population living in Apia); a small, narrowly based economy; geographic isolation and distance from major markets; and limited infrastructure linking dispersed communities to market hubs. These conditions present serious investment challenges and high transaction costs for the private sector.

Like other Pacific island countries, Samoa is vulnerable to natural disasters exacerbated by the adverse impacts of climate change and sea-level rise. Coupled with the public health

⁷ Samoa Bureau of Statistics (SBS). Employment Statistics: September 2020 Quarter. <https://sbs.gov.ws/>

⁸ Central Bank of Samoa (CBS). <https://www.cbs.gov.ws/>

⁹ Asian Development Bank (ADB). Economic indicators for Samoa, <https://www.adb.org/offices/south-pacific/economy#samoa>

¹⁰ CBS. <https://www.cbs.gov.ws/index.php/statistics/tourism-earnings-and-remittance/>

crises of late, Samoa is strongly focused on building its resilience in all aspects (economic, environmental, security, social protection).

The impacts of the COVID-19 pandemic are still unfolding, with unemployment recorded at 8.9% in 2019¹¹. As at the end of the September 2020 quarter, employment in Samoa registered a -0.3% decline following a consistent negative trend since December 2019 post-measles. With 18.8% of the population living below the poverty line in 2013¹², there remains an overwhelming need for increased social protection measures to support the most vulnerable in society. Through the GoS' successive stimulus packages, budget priorities and resourcing have been diverted primarily to the health sector to ensure adequate preparation and protection measures should COVID-19 spread into the community, with remaining budget support to help businesses and households weather the economic downturn.

Tourism Context

Tourism is a key economic driver of the Samoan economy with the highest potential to generate additional employment, foreign exchange earnings and government revenues. Tourism contributes 25% to Samoa's GDP.¹³

New Zealand (41%) and Australia (22%) make up Samoa's core tourism source markets followed by neighbouring American Samoa (17%). Table 2 presents an overview of tourism statistics over the 2015-2019 period. International arrivals (by calendar year) increased by 30% from 2015 to 2019 prior to the onset of COVID-19. Over the same period, associated tourism earnings (by fiscal year) increased by 45%.¹⁴ The increase in tourism earnings of 7% in 2019 was primarily due to Samoa hosting regional events like the Pacific Games in July 2019. In the same year (2019), the average visitor spend was WST \$2,800 / NZD \$1,588 per visitor compared to WST \$2,461 / NZD \$1,370 in 2018.¹⁵ Samoa also receives cruise ship visitors but this number is not significant despite the number of vessels arriving into Samoa being up to 20 in any one year (prior to COVID-19).

Table 2 – Tourism trends 2015-2020

Year (Calendar year)	Tourism arrivals	Year (Fiscal year)	Tourism revenues
2015	139,043	2015/2016	WST \$364m
2016	146,065	2016/2017	WST \$384m
2017	157,515	2017/2018	WST \$426m
2018	172,496	2018/2019	WST \$494m
2019	180,858	2019/2020	WST \$528m
2020	21,673 (January-March)	2020/2021	-

¹¹ ADB, <https://www.adb.org/offices/south-pacific/poverty/samoa>

¹² ADB). Poverty data: Samoa. <https://www.adb.org/offices/south-pacific/poverty/samoa>

¹³ Central Bank of Samoa. <https://www.cbs.gov.ws/index.php/statistics/tourism-earnings-and-remittance/>

¹⁴ Samoa Tourism Authority, Annual Report 2019 (unpublished)

¹⁵ New Zealand Tourism Research Institute. Tourism Research – Samoa. International Visitor Survey. <https://www.nztri.org.nz/ptdi-reporting-samoa>

The tourism sector also has strong links with other sectors of the economy, including agriculture, transportation, food and beverage, and the retail sector. Around 3,000 –3,500 people are directly employed by the tourism sector and a further 1,000–1,500 people are indirectly employed, together accounting for around 9% of Samoa’s total paid working population.

With the COVID-19 pandemic, the tourism sector has been significantly impacted since the border closure in March 2020. A rapid assessment conducted by the Samoa Chamber of Commerce and the Samoa Hotel Association in April-May 2020 found that of 57 tourism properties affected, a total of 929 employees were laid off compared to a total employee count of 1,317 prior to COVID-19. The total room stock available is currently 2,546 and there is now an excess supply of rooms with the closure of borders and continued travel restrictions.

Under COVID-19, the tourism sector is guided by the industry’s response strategy¹⁶, which outlines its continuing focus on capacity development of staff, product development (sites and attractions) and rationalising the scale of its destination marketing campaigns to ensure Samoa stays ‘top of mind’ for visitors when the borders re-open.

Waterfront Context

As a key feature of the city of Apia, the waterfront is located along its northern coastal foreshore and extends for five kilometres from Mulinu’u (in the west) to Taumeasina (in the east). Along the waterfront runs the main Beach Road, a key traffic route for commuters travelling into and out of the city.

The waterfront is home to several high usage sites with recognised tourism and economic potential. These include government office buildings, the flea market (a popular but run down crafts and wares market), an active fishing port and fish market (for domestic trade), the main shipping port (for international trade and cruise ships), a marina and several hotels, restaurants and cafes. There are also traditional villages, churches and residential properties along the waterfront which provide a rich mix of culture and urban life. Whilst any one of these could be regarded as alternative waterfront investments, none but the Savalalo flea market and Eleele Fou area were really considered by MFAT for tourism infrastructure investment.

Prior to 2015, the Apia waterfront was poorly developed with facilities and seawall in varying stages of disrepair. There was surface flooding and drainage issues, poor signage and lighting, and limited attractions on the waterfront giving little reason for locals or tourists to visit this area. Cruise ship arrival facilities located at the port were also limited with visitors required to walk through industrial dock areas before exiting the port and making their way along the waterfront. A range of donor-funded initiatives have improved these conditions. However, with no controlling urban municipal council, the development

¹⁶ Samoa Tourism Authority, COVID Response Strategy 2020

and management of planning and services in Apia, and particularly the Apia waterfront, is fragmented across a number of stakeholders and government agencies.

International Visitor Surveys (IVS) conducted in the past have not featured the waterfront in a positive light. The Apia waterfront was not seen as a visitor attraction by tourists nor listed as one in previous IVS studies.¹⁷ In 2018, the IVS recorded negative comments about the waterfront but yielded corresponding suggestions for improvements to quality and safety on the waterfront.¹⁸ From a visitor perspective, it was clear that the waterfront was an undervalued asset that needed to be improved.

This Activity (AWDP) is New Zealand's flagship tourism infrastructure investment in Samoa and its goal is to develop the economic and tourism potential of the Apia waterfront. The AWDP complements New Zealand's wider Samoa Tourism Growth Programme (STGP) which provides direct support to the tourism industry in areas of marketing, capacity building and product development.

MFAT Organisational and Bilateral Context

The AWDP was planned and delivered from 2015-2021, during which MFAT's Aid Programme focused on delivering Programmes and Activities that supported sustainable economic development, with tourism identified as an investment priority.

Tourism makes a significant contribution to the Samoan economy, accounting for 25% of annual GDP.¹⁹ Given limitations with other sectors, tourism is regarded as having the most potential for Samoa's sustained economic growth.

The GoS had identified upgrading the Apia waterfront as an infrastructure investment that would enhance the attractiveness of Samoa as a tourist destination. The initiative had high level political support from the Prime Minister of Samoa and Cabinet Development Committee. Under the Samoa Tourism Sector Plan (STSP) 2014-2019, a key strategy was improving infrastructure and access "to increase destination competitiveness through increased accessibility, infrastructure use and maintenance" with high priority given to finalising the scope and cost of Apia Waterfront development and phasing implementation accordingly.

In 2011 the New Zealand-Samoa Joint Commitment for Development (JCfD) agreed a commitment of up to NZD 20 million over five years to support tourism in Samoa. Of this at least NZD 10 million (bilateral) had been provisionally allocated to tourism infrastructure through the AWDP. Tourism remains as an agreed development priority under the New Zealand-Samoa Statement of Partnership which replaced the JCfD in 2019.

The AWDP complements New Zealand's wider bilateral tourism support under the Samoa Tourism Growth Programme (STGP) 2017/18-2022/23 which focuses on destination marketing, building capacity of the tourism industry, and product development.

¹⁷ Samoa International Visitor Survey 2012-2013.

¹⁸ New Zealand Tourism Research Institute (NZTRI), Apia Waterfront Development: insights from the International Visitors Survey July 2019.

¹⁹ Central Bank of Samoa. <https://www.cbs.gov.ws/index.php/statistics/tourism-earnings-and-remittance/>

As a result of the ADWP investment, multiple social and economic benefits will be realised by Samoa (see Appendix 3). Visitor numbers and overall levels of visitor satisfaction are expected to increase through the provision of an iconic experience, and a safe, culturally aesthetic and engaging tourist attraction. It is expected to generate opportunities for small business (for example sports and leisure equipment hire and food/beverage and handicraft stalls), which will help improve the overall financial yield per visiting tourists and in turn promote further growth of the tourism industry, and provide a greater contribution to total GDP.

It is envisaged that the Activity will also provide long-term social benefits by improving safety of the waterfront (improved lighting, pedestrian/cycle ways and safe open spaces), and providing a cultural centre for Samoans to enjoy and use for activities such as sports, swimming, events, and small business. It will also promote awareness of local history and culture (through interpretative signage) and conservation of iconic heritage buildings, providing yet another tourist drawcard.

New Zealand is Samoa's key development partner in the tourism sector however other funding will be needed (private sector or other development partners) to fund all of the components identified in the Apia Waterfront Plan.

Donor Context

Other donors supporting infrastructure development in Samoa at the same time as the AWDP included the Government of Australia Department of Foreign Affairs and Trade (Samoa parliamentary complex), the People's Republic of China (building investments, Friendship Park), Japan (ports and bridges including the Vaisigano bridge), Asian Development Bank (Port Development Master Plan & Upgrades), and World Bank (roading in and around Apia). In addition, major programmes like the Green Climate Fund (GCF) also contributed significantly to urban development through addressing flood-prone areas of Apia via drainage improvements.

Given the number of donors supporting tourism and infrastructure developments to varying degrees in general and Apia waterfront development in particular, coordination and harmonisation in design and complementarity of respective developments is important. Private sector investment along Beach Road – the main road along the Apia waterfront – is prevalent in hospitality (Sheraton investment in Aggie Greys, Digicel investment in new Lava Hotel) and banking sectors (Samoa Commercial Bank's investment in a new bank building in Tauese).

Stakeholders

Key stakeholders involved in the AWDP included:

- Government of Samoa (Ministry of Finance [MoF], Ministry of Works, Transport & Infrastructure [MWTI], Ministry of Natural Resources & Environment [MNRE], Planning and Urban Management Agency [PUMA], Apia Waterfront Development Unit [AWD Unit])
- Samoa Tourism Authority
- Beca International, Zheng Construction

- Land Transport Authority, Samoa Water Authority, Electric Power Corporation, Ministry of Police, Samoa Land Corporation
- Samoa Chamber of Commerce, Samoa Hotel Association
- Hotels, restaurants and cafes, water sports club and businesses especially those located along Beach Road
- Savalalo market stallholders
- Villages of Apia, Matautu, Sogi and Vaiala
- Schools – National University of Samoa, Samoa Primary School
- Other donors, regional agencies and NGOs – Secretariat of the Pacific Regional Environmental Programme (SPREP), United Nations Educational, Scientific and Cultural Organisation (UNESCO), Tokelau Apia Liaison Office
- Everyday waterfront users – Tourists visiting Apia, general public visiting waterfront, government agencies located on Beach Road and their staff.

5 Apia Waterfront Development Project

The Apia Waterfront Development Project (AWDP) is New Zealand's flagship tourism infrastructure investment in Samoa. The overarching goal of the AWDP is *Upgraded Apia Waterfront enhances Samoa as a tourist destination providing economic and social benefits to Samoa*.

This report presents the findings of an evaluation focused on Phase 3 of the AWDP which involved the construction of the Events Space (ES) and Clock Tower Boulevard (CTB) by a local construction company with oversight provided by a New Zealand engineering firm. Key details of this Activity are:

Title:	Apia Waterfront Development Project (AWDP)
Start Date:	June 2017
End Date:	June 2021
Total cost:	NZ \$9.975 million
NZ MFAT contribution:	NZ \$9.975 million ²⁰ (NZ \$8.533m was committed to the ES and CTB works with the remainder allocated to other initiatives.
Co-finance (GCF) contribution:	NZ \$473,000 (for ES and CTB underground works)
Modality:	Partnership Project
Contractual:	Executing agency: Samoa's Ministry of Finance Implementing agency: MWTI Design: Beca International Construction: Zheng Construction Engineer to Contract: Beca International Other (Local Government New Zealand)

Background

At the time this Activity was conceived, tourism was considered Samoa's best economic prospect, accounting for 25% GDP annually.²¹ Tourism growth was an investment priority in the New Zealand Aid Programme Strategic Plan, and the 2011 Joint Commitment for Development (JCfD) between GoS and MFAT agreed on a commitment of up to NZD 20 million over five years to support tourism in Samoa, half of which was provisionally allocated to the AWDP Activity.

²⁰ A total of NZ \$7.211m was committed to the Government of Samoa (NZ\$ 676,290 for the development of the Apia Waterfront Plan and quick wins; NZ \$6.533m for the construction of the ES and CTB) and NZ \$2.764m for technical services. Of the latter, Beca services amounted to NZ \$2.181m with the remainder (NZ \$0.583) for technical services from other providers.

²¹ Central Bank of Samoa. <https://www.cbs.gov.ws/index.php/statistics/tourism-earnings-and-remittance/>

This AWDP was initiated following a visit by Samoa's Prime Minister to Auckland in 2013, and discussions with the then CEO of Auckland Waterfront about how Apia might go about developing its own waterfront to improve its appearance and attract tourism. Following this, MFAT commissioned a report on Samoa Tourism Infrastructure Options which assessed 23 options for investment in tourism infrastructure. The report concluded that investment in the Apia Waterfront could turn the area into a visitor attraction, increase the number of visitors and increase tourism spend. This led to MFAT and GoS entering into a partnership to establish the Apia Waterfront Unit to develop the Apia Waterfront Plan (the Plan) and deliver on early quick wins. Once developed, the Plan informed MFAT's Aid Programme's subsequent and more significant waterfront infrastructure investment in the Events Space (ES) and Clock Tower Boulevard (CTB) in 2017. The ES and CTB investment is the primary focus of this evaluation.

The AWDP consisted of three phases as summarised in Table 3 below. The initial focus of the AWDP (Phase 1) was to develop a strategic waterfront plan that outlined an agreed long term vision for development and use of Apia's waterfront. This would allow developers and investors to contextualise their aspirations and development concepts, while GoS agencies would use the plan to better coordinate capital works projects and service delivery. In addition, this phase included implementing 'quick wins' via the project management unit (MNRE-PUMA). Quick wins included the construction of the Malaefatu Playspace, development of urban design standards, and installation of directional and interpretive signage. Once finalised and launched in December 2016, the Apia Waterfront Plan informed New Zealand's subsequent large scale infrastructure investment known as the 'Early Development Projects'. The high level concept designs (Phase 2) of New Zealand's waterfront infrastructure investment considered a range of high profile areas along the waterfront. The scope was then refined to focus on the ES and CTB and progressed through to detailed design and construction (Phase 3).

Table 3 – Phases of the AWDP

Phase	Outputs	Implementing agency / Technical Advisors
Phase 1: AWD Plan	<p>Output 1: Establishment of the AWD Project Management Unit²²</p> <p>Output 2: Development of the Final Waterfront Plan</p> <p>Output 3: Delivery of Immediate Activities or 'quick wins' (playground, directional and interpretive signage, design standards for rest areas)</p> <p>Delivery timeframes: May 2015-June 2019</p>	<p>For Outputs 1-3: Ministry of Natural Resources and Environment (MNRE), Planning and Urban Management Agency (PUMA)²³</p> <p><u>Others</u></p> <p>/ Samoa Tourism Authority (STA) as a supporting partner</p> <p>/ Beca, Local Government New Zealand (LGNZ), National Institute of Water and Atmospheric Research (NIWA), TRC Tourism, Stantec NZ, Katherine Cushing, MNRE Meteorology Division, Scientific Research Organisation of Samoa, Samoa Technical Assistance (TA) Facility funded by the Australian Government through the Department of Foreign Affairs and Trade (DFAT). – all providing technical assistance at one stage or another to support MNRE-PUMA in the development of the Apia Waterfront Plan</p>
Phase 2: AWD Concept Design	<p>Output 1: High level and preliminary concept designs of the total area under consideration for NZ's waterfront infrastructure investment</p> <p>Delivery timeframes: September-December 2017</p>	<p>For Output 1: Beca</p> <p><u>Others</u></p> <p>/ MNRE-PUMA as a supporting partner</p>
Phase 3: AWD Implementation of Early Development Projects <i>This phase represents the scope of this evaluation.</i>	<p>Output 1: Concept and detailed design of the Events Space and Clock Tower Boulevard and tender documentation</p> <p>Output 2: Construction of the Events Space and Clock Tower Boulevard</p> <p>Delivery timeframes: June 2017-June 2021</p>	<p>For Output 1: BECA and local partner , OSM Consultants as the design firm and Engineer to Contract</p> <p>For Output 2: MWTI as principal to both the ES and CTB construction Contracts, PUMA²⁴ and STA as supporting partners</p> <p><u>Others</u></p> <p>/ MNRE-PUMA as a supporting partner, Zheng Construction as the construction contractor</p>

²² The PMU is also referred to in later sections of this report as the Apia Waterfront Unit so as to distinguish it from the Project Working Group (PWG) that was established in Phase 3

²³ PUMA was under the MNRE from 2015-2018

²⁴ PUMA was under the MNRE from 2015-2018

The Results Framework and Results Measurement Table for the AWDP is presented in Appendix 3.

Concept

Phase 1 (AWD Plan) and Phase 2 (AWD Concept Design)

In July 2016, MFAT undertook a competitive procurement process and selected Beca to provide a suite of engineering services that informed the technical components of the Apia Waterfront Plan (the 'Plan') during its development. Beca conducted various preliminary feasibility studies (topographical survey, coastal infrastructure assessment, traffic review, movement study) and graphics for inclusion in the final Plan.

Local Government New Zealand (LGNZ) provided complementary technical assistance to the Apia Waterfront Unit in specialised areas of waterfront development planning including safety audit, transport and accessibility assessment using Crime Prevention Through Environmental Design (CPTED) principles. This support was provided through MFAT's PacificTA Facility, a regional programme.

Over the same period, MFAT separately contracted the National Institute of Water & Atmospheric research (NIWA) in 2016-2017 to conduct coastal feasibility, water quality testing and monitoring to inform aspects of the Plan being considered and promoted as safe for recreational use (e.g. swimming and other water activities). It was found that some areas around the waterfront were permissible for swimming provided sources of contamination were identified and remedied. Meanwhile other sites were not suitable for promoting in-water recreational activities (or access) due to high levels of contamination of *Enterococci* and *E.coli*.

Figure 7 presents the scope as covered by the Apia Waterfront Plan. The AWDP is limited to the Apia Waterfront Central area and in particular the Eleele Fou site.

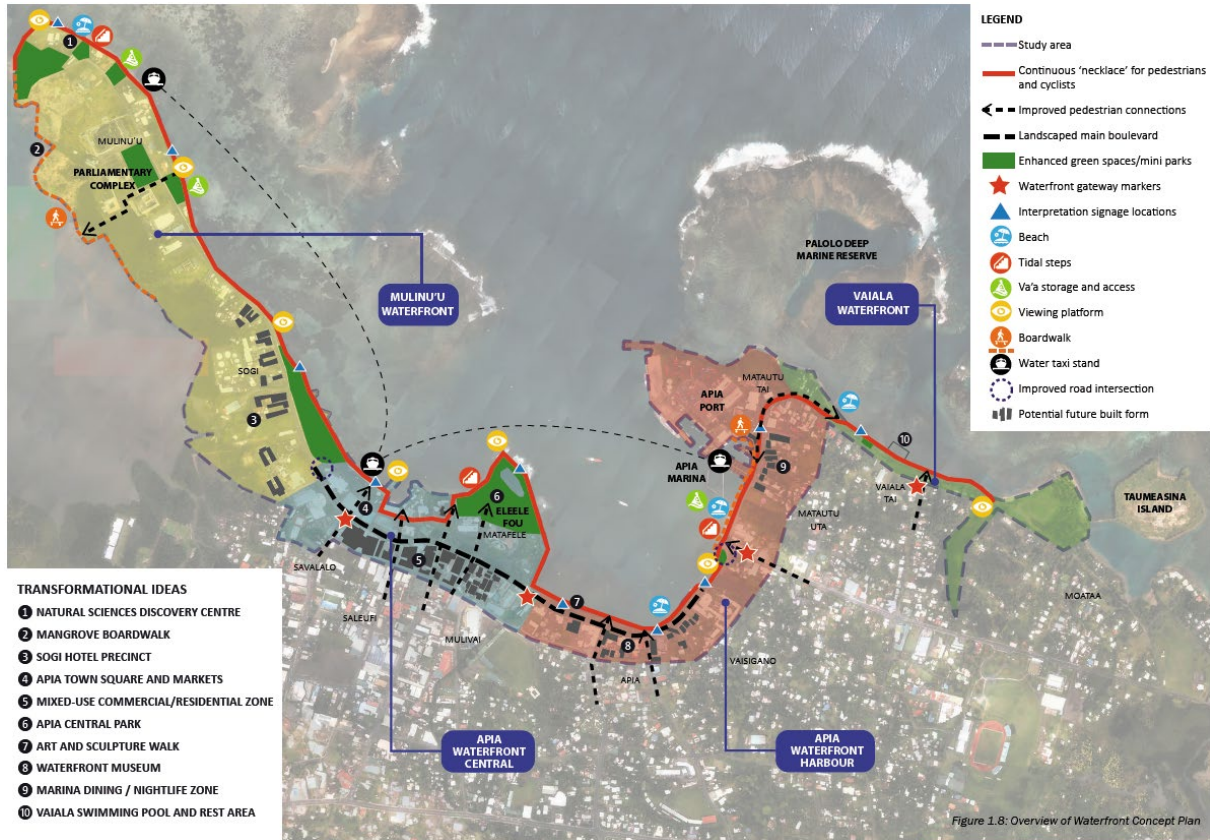


Figure 7. Scope of the Apia Waterfront Plan (Mulinu'u to Taumeasina)

In October 2017, Beca developed a High Level Structure Plan and Concept Plans of New Zealand’s area of waterfront infrastructure investment. The concept area fell squarely within the Plan’s Apia Waterfront Central area. This area was one of four under the Plan and which represented a high usage area (for public events) with recognised high potential for achieving direct economic and tourism benefits.

The concept design outlined a package of balanced hard and soft infrastructure improvements within a well-defined central waterfront area (see Figure 8 below), split into the following components:

1. A redeveloped **Savalalo flea market** and bus terminus
2. Connected walkways through to a new **Clock Tower Boulevard (CTB)** in Eleele Fou, and
3. A redeveloped **Events Space (ES)** referring to the public events area and car park in front of the two main government buildings in Eleele Fou.



Figure 8. Scope of NZ waterfront area at concept stage

Phase 3: AWD Implementation of Early Development Projects (the focus of this evaluation)

The concept design drew on what was envisioned in the final Apia Waterfront Plan, as well as adopting the Plan's five goals as the design principles: (i) reflect a unique Samoan experience, (ii) create an inclusive, safe and clean waterfront, (iii) enhance public domain for community use, (iv) supporting opportunities for local business initiatives, (v) and connecting people to the sea. In addition, the concept design took into account the Plan's Urban Design Standards developed in 2017.

A key cross-cutting design consideration was ensuring climate resilient infrastructure. In the concept, this translated into using 'natural' waterfront contours (e.g. soft edges, green space, shade trees and timber), promoting sustainable systems (e.g. through retrofitting existing systems and reusing existing materials), using eco-engineering methods (i.e. in vegetation and shoreline enhancements, using energy efficient lighting and low maintenance flora for landscaping components), and using available local materials where possible.

Following further feasibility (geotechnical investigations), field investigations, public consultations and discussions with the GoS, the final scope of works taken forward into detailed design included only the ES and CTB. The Savalalo flea market was removed from scope when Samoa confirmed with New Zealand that the market would be relocated away

from the waterfront to nearby Sogi village. The coastal lookout add-on to the CTB fell out of scope after a prioritisation exercise conducted with GoS in order to remain within the agreed budget and timeframes.

Detailed Design

The Activity aimed to create a landmark space for Apia's tourism, enable space for business development, and create social dividends (including safer spaces for exercise, playgrounds, and sporting facilities).

Phase 1 (AWD Plan) and Phase 2 (AWD Concept Design)

LGNZ provided ongoing support to the Apia Waterfront Unit to conduct public consultations in order to finalise the Apia Waterfront Plan. The final Plan covered a ten year period (2017-2026) and outlined Samoa's vision for developing the waterfront and unlocking its tourism and economic potential through public and private investment opportunities across four distinctive areas:

1. Mulinu'u Waterfront – a place of national and historical significance, with the tombs of paramount chiefs, monuments and is home to Samoa's parliamentary complex, electoral office and observatory.
2. Apia Waterfront Central – a key focal point of the waterfront, home to the central business district and public spaces for hosting vibrant events. This area is home to the ES and CTB.
3. Apia Waterfront Harbour – a place showcasing Samoa's rich arts and heritage, and the port and marina as a key entrance point to the city and entertainment area.
4. Vaiala Waterfront – a village setting highlighting significant aspects of Samoan lifestyle including family, faith and culture.

Phase 3: AWD Implementation of Early Development Projects (the focus of this evaluation)

In January 2018, MFAT commissioned Beca to develop the detailed design for the ES and CTB. Key features of concept design were carried forward into the detailed design, as well as incorporated extensive stakeholder feedback which emphasised public safety and enhancement of community use. The scope of the detailed design narrowed with the removal of the coastal lookout intended at the waterfront end of the CTB due to budget limitations.

Taken together, hard infrastructure elements of the waterfront development included paved concrete pathways, asphalt car park, outdoor furniture and shade structures, prominent cultural markers, raised flower beds, relocated monuments, rubbish receptacles, lighting, and demountable stage). Soft infrastructure elements included landscaping (flower bed planting, mature native shade trees, and cultural design elements in hard elements).

A Preliminary Environmental Assessment Report (PEAR) was completed by Beca in April 2018 for both the ES and CTB. Overall Activity risk was considered medium due to the high profile nature of the investment, the central location, high usage of the investment area by the public, and reflection of Samoa's vulnerability to natural disasters.

These factors and ongoing public engagement by the Apia Waterfront Unit (AWU) ensured there was sustained media attention for the Activity, notwithstanding political interest in its speedy development.

A series of stakeholder consultations were undertaken by Beca for the concept and detailed design in January, August and October 2017. Stakeholders included various government agencies, non-government organisations representing tourism and private sector, Apia and Vaiala village representatives, nearby schools and the general public. Stakeholder engagement was facilitated by the MWTI and Apia Waterfront Unit and conducted in Samoan and English.

A range of formal and informal communications products were developed across a number of platforms to keep the public and stakeholders informed throughout the Activity. The Apia Waterfront Unit's website²⁵ provided general activity information. This supplemented traditional media coverage (television, radio) and face-to-face stakeholder consultations conducted for targeted groups throughout the design and implementation of the Apia Waterfront Plan.

Public communications relating specifically to the Events Space (ES) and Clock Tower Boulevard (CTB) was guided by a communications strategy which was developed and implemented by the Apia Waterfront Unit. The strategy outlined the use of more digital platforms which led to the Unit's increased social media presence and the production of a monthly newsletter (see Appendix 5) to provide activity-wide updates, specific ES and CTB construction progress and impacts to the public.

The AWU's public engagement efforts were supported by the Samoa Tourism Authority (STA) through the provision of part-time resourcing. This model was however only somewhat effective given STA's competing agency priorities and internal capacity issues.

Public private partnership opportunities are highlighted in the final Apia Waterfront Plan. The ES design emphasised enhancement of the area in order to host larger public events and accommodate greater car parking for the two main office government buildings located in the vicinity. Commercial opportunities were also accentuated in the CTB design with regard to ensuring adequate movement space for pedestrian circulation and hosting temporary kiosks along the boulevard.

Procurement & Contracting

Phase 1 (AWD Plan) and Phase 2 (AWD Concept Design)

In 2015, MFAT established a Grant Funding Arrangement (GFA) with the Government of Samoa (GoS) which initially committed SAT \$1,165,044 million / NZ \$676,290 to support the key implementing agency (MNRE-PUMA) to develop the Apia Waterfront Plan and implement quick wins. Sub-outputs included the establishment of the Apia Waterfront Unit (PUMA) and the Apia Waterfront Steering Committee.

On behalf of the GoS, MFAT contracted technical expertise to conduct a range of technical studies that informed the development of the Apia Waterfront Plan. See Table 3 for a list

²⁵ www.apiawaterfront.ws

of suppliers. In addition, MFAT embedded a Project Management Technical Adviser to work with the Apia Waterfront Unit.

Phase 3: AWD Implementation of Early Development Projects (the focus of this evaluation)

In 2017, MFAT established a GFA with GoS which initially committed NZD 3.4 million to support GoS to deliver the following Outputs under separable construction tender documents:

1. Redevelopment of the Central Apia **Events Space (ES)**; and
2. Construction of a **Clock Tower Boulevard (CTB)** entrance way.

MFAT's funding contribution increased to NZD 5.572 million following the GoS-led tender evaluation process. This figure was based on the combined contract value of the preferred tenderer's bid. MFAT anticipated that final contract values would likely increase – which they did – to reflect the final designs and actual works completed on-site. Post-construction, MFAT's total funding contribution reached up to NZD 6.533 million to cover final contractor payments.

The GFA also recorded a funding contribution of NZD 473,000 from the Green Climate Fund (GCF) which was earmarked for underground drainage works only. This cost-sharing arrangement was secured by the GoS at its own initiative and was welcomed by MFAT as a cost-saving measure. Whilst GCF's contribution did not cover design or engineering services related to underground drainage works, it made sense for MFAT to absorb these costs under the engineering services contract it held with Beca. This approach consolidated Beca's services into one contract managed by MFAT.

As Engineer to Contract for the construction works, Beca provided technical engineering monitoring support to MWTI and through its local partner, OSM Consultancy, part-time on-site monitoring to support MWTI capacity.

The tender process was led by the GoS, with Beca providing technical advisory support and capacity building to GoS tender evaluation panel members in their assessment of bids. A total of 8 bids (4 for Events Space, 4 for Clock Tower Boulevard) were received from 4 local suppliers. All tenderers were registered as either Grade A or B on the GoS' construction contractor register held by the Land Transport Authority. Bids were submitted in Samoan *tala* and the works were delivered under NZS3910²⁶ construction contract standards.

At the time of tender, the ES and CTB detailed designs completed by Beca were not sufficiently advanced to obtain a lump sum contract price. In consultation, MFAT, GoS and Beca agreed that a 'measure and value' approach²⁷ was appropriate given the low complexity of the works (primarily civil and landscaping) required and ease of measuring final works completed.

²⁶ These are New Zealand construction standards which were applied in the Samoan context.

²⁷ In this model, a schedule of rates was agreed for standard items (e.g. earthworks [m³], curbs [m], plantings [each] and stormwater pipes [m]). The contractor gets paid based on the actual works delivered. The contractor commences work based on tender drawings and takes direction from the site engineer as the design progresses.

The successful contractor, Zheng Construction, signed the construction contracts on 14 August 2018. A cost saving was made by having the same contractor complete both the ES and CTB construction works.

The Ministry of Natural Resources and Environment's (MNRE) Planning and Urban Management Agency (PUMA) was the implementing agency for the development and early implementation of the Apia Waterfront Plan. PUMA hosted the Apia Waterfront Unit since March 2015, both organisations were transferred to the Ministry of Works, Transport and Infrastructure (MWTI) in May 2019 following Cabinet-approved restructure.

The MWTI was the implementing agency and principal to both ES and CTB construction contracts. MFAT retained Beca to serve as 'Engineer to Contract', serving as contract manager and providing professional advice to MWTI. Roles and responsibilities of all stakeholders were outlined in the 'Implementation and Operation Framework' (IOF) developed by MWTI. The IOF was endorsed by the Apia Waterfront Steering Committee and served as the framework used to guide the implementation of the works.

Supporting partners for the ES and CTB works included the MNRE (land ownership), Land Board (public land), Land Transport Authority (roading, traffic realignment), Electric Power Corporation (street lighting, electrical boxes), Samoa Water Authority (water and drainage), Samoa Tourism Authority (site access, demountable performance stage), Ministry of Women, Community and Social Development (community liaison), and the public.

Governance

Activity governance arrangements are summarised in Table 4.

The Apia Waterfront Steering Committee (AWSC) is the main governance group across three phases of the Activity. The AWSC was established in Phase 1 to provide strategic planning and oversight of the Apia Waterfront Plan and its ongoing implementation. With Samoa's Hon. Prime Minister as the Chair, the Activity had high level political support from the start as well as the added pressure that comes with working on an activity with the PM providing direct oversight.

Under Phases 2 and 3, the AWSC endorsed the high level concept and detailed design of the Events Space (ES) and Clock Tower Boulevard (CTB) respectively. Throughout Phase 3, the AWSC continued to provide oversight and monitored progress of construction works through to its completion. When issues were escalated up to the AWSC by the MWTI or the Construction Contractor, decisions were taken quickly by the Chair to resolve matters in a timely way and maintain momentum.

The Technical Advisory Group (TAG) was established in Phase 2 to provide technical reviews of waterfront development proposals and make recommendations to the AWSC. In Phase 3, the TAG reviewed and approved the ES and CTB detailed designs for the endorsement of the AWSC.

The TAG allowed technical discussions to be had at the level of detail required to find solutions to design, construction and coordination issues which necessitated a cross-agency approach. It was not possible to have these technical discussions in the AWSC. As the TAG consists of representatives from local government municipal agencies (namely

LTA, EPC, SWA), this group ensured designs adequately and seamlessly integrated existing state municipal services. Moreover, the TAG members acted as focal points for waterfront development works which helped to facilitate cross-agency cooperation during construction.

Table 4 – Governance arrangements

	Function	Members
Apia Waterfront Steering Committee (AWSC)	Established by Cabinet in 2014. The AWSC meets on a quarterly basis and provides strategic oversight of the Apia Waterfront Plan and its ongoing implementation.	Members include CEOs from MNRE, MoF, MWTI, MPMC, STA, LTA, SPA, Samoa Chamber of Commerce, Samoa Hotel Association and MFAT / New Zealand High Commission (observer status). Chair: Samoa’s Hon. Prime Minister who, at the time, was also the Minister for Tourism.
Technical Advisory Group	Established in 2018 with the endorsement of the AWSC. The TAG meets on an ‘as needs’ basis and reviews technical aspects of waterfront development proposals as well as a makes recommendations to the AWSC.	Members include representatives of AWSC members at the Assistant CEOs level. Chair: Assistant CEO of the Planning and Urban Management Agency (PUMA).

Stakeholder consultations

Phase 1 (AWD Plan) and Phase 2 (AWD Concept Design)

Asset management was a key theme throughout stakeholder consultations. Asset management was similarly a significant consideration during the design process for the establishment of a dedicated unit responsible for the Apia Waterfront Plan. Although the Samoan Prime Minister and MFAT encouraged creation of a centralised Urban Management Council, what eventuated was the Apia Waterfront Unit whose mandate would include monitoring and implementing the Plan. As such, the Apia Waterfront Unit was established with technical assistance provided to the unit to help it monitor and implement the Plan.

Phase 3: AWD Implementation of Early Development Projects (the focus of this evaluation)

Following stakeholder consultations, the key change from concept to detailed design was the removal of the CTB coastal lookout due to budget constraints, removal of the boardwalk due to lack of feasibility, and the introduction of a seating area on the southern end of the CTB to improve pedestrian amenity and circulation space along the boulevard.

When the lookout fell outside of scope, the value of having a drawcard feature at the end of the CTB was diminished but this was somewhat mitigated by the addition of a shaded seating area. As the lookout feature was considered to be an add-on component rather than a central feature of the CTB, the option to develop the lookout at a later stage remains as/when funding becomes available.

Implementation and management arrangements

Activity implementation and management arrangements are summarised in Table 5.

Table 5 – Implementation and management arrangements

	Function	Members
Apia Waterfront Unit (AWU) ²⁸	<p>Established in 2015.</p> <p>The Unit is housed under PUMA and responsible for developing and monitoring implementation of the Apia Waterfront Plan. It acts to coordinate between investment partners and stakeholders, lead on stakeholder consultations and the development of waterfront-wide policies.</p> <p>The Unit reports to the AWSC and serves as its secretariat.</p>	<p>The Unit is made up of a full time Project Coordinator and supported by part-time resourcing from within PUMA (for urban planning support) and STA (for communications and marketing support).</p>
Project Working Group (PWG)	<p>Established in 2018, the PWG meets on a fortnightly basis and provides operational oversight, monitoring and reporting under Phase 3 (ES and CTB).</p> <p>In collaboration with MoF, the MWTI held the budget for the construction works under Phase 3, with MFAT retaining the construction contingency funds.</p>	<p>Members include representatives from MWTI (co-chair), MFAT (co-chair), Beca, MoF, AWU and STA.</p>

Phase 1 (AWD Plan) and Phase 2 (AWD Concept Design)

The Apia Waterfront Unit (AWU) was established to lead the development of the Apia Waterfront Plan and monitor its ongoing implementation. The AWU also fulfils an important coordination role between investment partners and stakeholders, as well as conducts public awareness campaigns of the Plan to increase public awareness and ownership.

The AWU is housed under the Planning and Urban Management Agency (PUMA). The PUMA was under the MNRE from 2015 to 2018 and later moved to the MWTI in 2019 as part of a restructure of these ministries and their urban development portfolios.

Phase 3: AWD Implementation of Early Development Projects (the focus of this evaluation)

Moving from Phases 1-2 into Phase 3 in a timely manner was important for both the GoS and New Zealand. Doing so meant that the momentum and high levels of public and political support garnered in previous phases could be sustained. As the Apia Waterfront Plan implies a major transformation of the entire Apia waterfront, there was also the need to demonstrate the impact of implementing the Plan early to build support for the long term investment.

²⁸ The AWU is referred to as the Project Management Unit (PMU) in Activity documentation for Phase 1. In this evaluation report, we have used AWU to distinguish it from the Project Working Group established and operational in Phases 2 and 3.

The concept and detailed design process for the Events Space (ES) and Clock Tower Boulevard (CTB) was undertaken by Beca from August 2017 to March 2018, with construction works delivered in less than 12 months from August 2018 to June 2019. As MFAT already had Beca under contract (from services provided on the previous phases), it made sense to continue with Beca.

The Project Working Group (PWG) provided operational oversight of the ES and CTB construction contracts. MWTI convened and co-chaired with MFAT regular fortnightly PWG meetings which included Beca and other key stakeholders such as the Ministry of Finance and Samoa Tourism Authority. The PWG monitored progress of works and made timely operational decisions that arose from and between the Engineer to Contract and Construction Contractor (Zheng Construction). The MWTI provided updates to the AWSC and progress reports directly to MFAT as per the funding arrangement.

The Construction Contractor was considered well placed to deliver the relatively simple civil works, consisting of a balance of surface (roading) and underground improvements, and landscaping. The Contractor met all the technical qualifications and had previous experience constructing an MFAT-funded tourism infrastructure project. The Contractor had met and complied with all local health and safety requirements throughout the works. Unsurprisingly, there were no major health and safety incidents, nor traffic incidents or registered complaints from the public.

Local labour, plant and materials were used for the majority of the surface and underground works (for earthworks, drainage, pavement, surfacing, plantings), with some materials sourced from New Zealand-based suppliers (for outdoor furniture, cultural markers, rubbish receptacles, bollards, flag and light poles, and performance stage).

The key challenges for the Construction Contractor were in using the 'measure and value' approach, delivering to the New Zealand standards as set out in the NZS3910 contracts and the high quality finish expected. These shortcomings became clear to the PWG early in the works, with efforts to remedy applied. As such, it was a steep learning curve for the Contractor. Both MWTI and Beca responded to this by taking a supportive and sensitive approach to bringing the Contractor up to speed and facilitating their learning as much and as quickly as possible. The challenges that faced the Construction Contractor were compounded by the constrained delivery timeframes, with a total of 31 Notices to the Engineer (NTEs) and 77 Contract Instructions issued.

Beca delivered Engineer to Contract services partially remotely using a fly-in fly-out model. Through its local partner, OSM Consultancy, Beca provided part-time on-site construction monitoring support to MWTI as the principal. At some critical points, the MWTI experienced challenges of its own, with reduced in-house resourcing.

Both the GoS and MFAT proactively engaged in the various governance committees and in the PWG to ensure active engagement including immediate visibility of an overspend issue which came to light at the end of the works. The latter was associated with cost overruns and disputes included in the Contractor's final invoice.

The project was not without its challenges despite having established functional governance and operational level working groups as agreed to and documented in the MWTI's Implementation and Operational Framework. Despite the considerable efforts of all

stakeholders involved, the works did not meet its target completion date and the 2019 Independence Day celebrations (1 June 2019) were relocated to its historical site at Mulinu'u where Samoa's new Parliament House was opened earlier that year.

In fast-tracking the construction works to meet this ambitious deadline, additional risk was absorbed by the Activity which resulted in additional costs of 17.4% above the original contract value. These cost increases were due to legitimate claims, construction delays and design changes requiring increased supervision.

Practical completion was achieved on 3 June 2019 for the ES and 1 July 2019 for the CTB, with the official launch of the completed works held on 2 July 2019. The event was well attended by members of Samoa's Parliament, senior government officials, contractors, stakeholders and the public. The ceremony was followed by a public event that same day to showcase the practical usage of the sites at night.

The defects period ended 30 June 2020, with the Contractor having rectified the majority of items on the defects list, with few components of from the Contractor's final payment claim declined.

Post-Implementation Developments

Upon issue of the practical completion certificates, the completed works were handed over to the new asset owners for ongoing maintenance, as outlined in the MWTI's Implementation and Operations Framework. The Events Space (ES) car park, walkways and sealed road areas were handed to LTA; the green space and landscaping to the MNRE; the stage became the responsibility of the STA; with utility fixtures over to the respective utility agencies (EPC, SWA) to ensure ongoing operation and maintenance.

The Clock Tower Boulevard (CTB) was handed over to MWTI for condition assessment and maintenance; to MNRE to ensure a rubbish free environment and landscaping maintenance.

For both the ES and CTB, park rangers would patrol the sites. Passive surveillance was achieved through public awareness campaigns conducted by the Apia Waterfront Unit. These campaigns increased community ownership of the new public assets. Land ownership and administration was retained under the MNRE Land Board.

The completed ES and CTB is a well utilised public asset. The area is used daily by the public who work and visit the government office buildings in the vicinity. The lights are turned on every night to ensure the area is safely lit so as to deter crime. In addition, the GoS has continued to invest in the area through establishing extra lighting along the ES side facing on Beach Road, installation of CCTV cameras on the northern end of the CTB to provide extra security, as well as the progressive establishment of a permanent satellite police station to ensure ongoing police presence on the waterfront.

The Apia Waterfront Unit continues to maintain an active social media presence, producing newspaper articles and monthly newsletters to keep the public engaged with post-construction development and progress on ongoing waterfront development.

The Apia Waterfront Steering Committee (AWSC) and the Technical Advisory Group (TAG) remain active and continue to provide oversight and technical advice, respectively, for

ongoing waterfront developments including the Friendship Park. The fact that these forums continue beyond the Activity is testimony to its institutional impact.

5 Evaluation Findings

Contextual Considerations

There are three important considerations to make to contextualise the evaluation findings discussed further below. These are as follows:

1. Measles epidemic and COVID pandemic

The impact of the measles epidemic in late 2019 and ongoing COVID-19 pandemic on realising the intended benefits of the Activity is real.

Samoa suffered a measles epidemic from October 2019 to January 2020, which led to the deaths of over 80 people, mostly children. The epidemic had widespread social and economic impact in Samoa, including a total shutdown of the private sector for two days in early December 2019 and restrictions on travel. The restrictions on public gatherings resulted in a noticeable decrease in public events hosted in the Event Space (ES). On the other hand, the car park aspect of the ES continued to function as normal during this time to ensure continued public access for workers and visitors in the vicinity.

In March 2020, Samoa closed its international borders in an effort to keep COVID out as cases were being initially recorded in New Zealand and Australia (key tourism markets) and other parts of the world. Border closures effectively rendered a halt to tourism for visitors who had had once arrived regularly via air and sea travel. It was not until November 2020 that Samoa registered its first positive COVID-19 case²⁹ in quarantine.

The continued state of emergency and associated border closures and travel restrictions have not only affected international tourist numbers but also severely limited the ability to collect representative statistics to help quantify the impact of the Activity. As such, evaluative analysis has relied heavily upon anecdotal evidence, and stakeholder observations and feedback.

2. The Apia Waterfront Plan

As the scope of this evaluation is focused solely on Phase 3 (ES and CTB), activities undertaken in the previous phases need to be recognised for their contribution to impact achieved under Phase 3.

The Apia Waterfront Plan developed under Phase 1 is an ambitious plan to transform the entire waterfront. The 10-year timeframe of implementing the Plan is ambitious compared to longer timeframes experienced for some of New Zealand's most iconic waterfronts.³⁰ It is important to note that not all areas of the Plan, as outlined in its capital works

²⁹ This case was found to be a historical positive and resulted in increased public health and safety measures

³⁰ Forward HQ and TRC Tourism (2016). Strategic and Operational Review of Samoa Tourism Sector: Preliminary Findings.

programme, have identified investors to fund its development. Within this Plan, New Zealand's investment was only a small subset of the of total waterfront area.

From a sustainability perspective, the Plan acknowledged that realising the waterfront's full economic and tourism potential as a long term benefit rests on sustaining momentum of waterfront investment and development in accordance with the Plan. A challenge for any investor undertaking to develop a segment of the waterfront will be to manage stakeholder expectations of the transformational impact of any one development, keeping in mind that the overall transformational impact of implementing the Plan would take time. The sheer existence of the Plan will ensure that individual investments are not fragmented.

The Plan also provides a framework for coordinating the multitude of public and private stakeholders whose mandates and ownership interests cut across the entire waterfront. On this note, the Plan provided the foundation for ensuring effective cross-agency collaboration which continued through to Phase 3.

3. Savalalo flea market

Under Phase 1, the Apia Waterfront Plan identified high usage areas of the waterfront and those areas with greatest tourism potential. Key tourist attractions included the Savalalo flea market and fish market, both of which are located in the Apia Waterfront Central area.

Under Phase 2, the Apia Waterfront Central area was confirmed as the area in which New Zealand would focus its tourism infrastructure investment. This decision was welcomed by the GoS and planning under this phase proceeded with the Savalalo market in scope. At the time, the popular crafts and wares market was rapidly deteriorating and in a poor state after it sustained significant damage following a fire in early 2016.

New Zealand's area of investment is only a small subset of the entire waterfront and its transformational appeal by way of economic and tourism benefits was greatly reduced when the Savalalo market was removed from scope following the GoS' decision to relocate it away from the waterfront to nearby Sogi village. In its place, the GoS had decided to develop a new multi-storey government office building. The impact of this GoS decision is discussed further in the findings. Beca's costing for the Savalalo market at concept design stage was approximately NZ \$23.5m.³¹

Despite the removal of Savalalo market from New Zealand's initial scope of investment, this did not deter nor provide an impetus for MFAT to reconsider its overall investment. By this stage, MFAT had committed to seeing through the ES and CTB development. A key interest for MFAT was to proceed quickly to construction to showcase the transformational impact of the Apia Waterfront Plan and set a benchmark for waterfront developments to come.

³¹ Approx. NZ \$20m to redevelop the Savalalo market and approx. NZ \$3.5m to develop the adjacent Savalalo foreshore / bus terminus.

Evaluation Findings

Evaluation of the AWDP Activity relies upon assessment of relevant documents and responses from stakeholders. Findings are presented in the following sections:

1. Outcomes and outputs specified in the Activity's Results Framework.
2. Evaluation questions designed to explore development relevance, coherence, impact, effectiveness, efficiency and sustainability.

Activity Results Framework

The Results Framework applied to the AWDP Activity (Appendix 3) was developed internally by MFAT. Its scope covers the entire waterfront development, as opposed to just the portion of waterfront occupied by AWDP Phase 3. It identifies six discrete outputs which contribute to development outcomes across a five-year timeframe. The combination of outputs and outcomes contribute toward achievement of an overall goal of *'Upgraded Apia waterfront enhances Samoa as a tourist destination providing economic and social benefits to Samoans'*.

While the Results Framework provides an appropriate rationale for development of the entire waterfront, its content is generic and its relevance to AWDP is limited. For instance, any substantial construction project will inevitably involve the completion of engineering designs that are technically and environmentally sound. However, the Results Framework does clearly identify the importance of infrastructure asset management to ensure that development benefits are sustained.

Given the scale and significance of the waterfront development project, it would have been more appropriate to revise the Results Framework to reflect the goals and strategies in the final Apia Waterfront Plan once these were developed. A revised results framework could have better captured the capacity building and environmental impacts of waterfront infrastructure investment as elaborated on in the following sections.

There was sufficient detail in the Results Measurement Table which outlined indicators relevant to outcomes (see Appendix 3). Achievement of short and medium-term outcomes were clear and attributable to the AWDP. Achievement of long-term outcomes (increased visitor numbers, coordinated development, satisfaction and earnings) has been difficult to ascertain and to attribute directly to the Events Space and Clock Tower Boulevard development due to lack of data and COVID-19 border closures preventing tourist flows. However, anecdotal evidence combined with stakeholder feedback sought for this evaluation suggests that these outcomes were achieved, as documented in the following sections.

It is also important to acknowledge that while there is a strong emphasis on the economic benefits from increased tourism, the goal and outcomes also emphasise the benefit for local people as well as tourists. This dual focus enhances resilience of the waterfront development project, while the focus on community benefit is likely to engender ownership and thus greater potential interest in asset management.

Relevance

The assessment of relevance considered the following evaluation questions:

Did the Activity respond to internationally acknowledged development principles, and relevant objectives and priorities?

The Activity design aligned well with Busan Aid Effectiveness Principles, as it was founded on a genuine development partnership between MFAT's Aid Programme and GoS, led by GoS, utilising partner financial and procurement systems, providing opportunities for local labour, involving genuine and extensive stakeholder engagement, and building GoS capacity to plan and deliver urban development projects.

At the time this Activity was conceived, the human development focused Millennium Development Goals (MDGs) had just been replaced by the Sustainable Development Goals (SDGs) 2015-2030, which provided a broader development agenda. This Activity was well aligned with four SDGs, namely (ranked according to relevance): goal 9 – Industry innovation & infrastructure, goal 8 – Decent work and economic growth, goal 3 – good health and well-being, and goal 13 – Climate action).

How well did the Activity align with relevant national objectives and priorities?

At the time the Activity was conceived, the GoS had a long term-vision of an "Improved Quality of Life for All" under its Strategy for the Development (SDS) 2012-2016. As a major sector of the economy contributing 20-25% of GDP, tourism was identified as having a major role to play in contributing to this outcome and to the overall SDS theme of 'boosting productivity for sustainable development'.

There was high level political support from the Prime Minister and Cabinet Development Committee for the development of the Apia waterfront. The Samoa Tourism Sector Plan 2014-2019 identified as a high priority to 'Finalise the scope and cost of Apia Waterfront development and phase implementation accordingly' under the key Plan strategy of improving infrastructure and access 'to increase destination competitiveness through increased accessibility, infrastructure use and maintenance'.

In 2011, Samoa and New Zealand agreed the Joint Commitment for Development (JCfD) which agreed tourism as a priority and tourism infrastructure as a major investment component. Tourism remained a priority throughout Activity implementation and into the Samoa-New Zealand Statement of Partnership which was established in early 2019 and which replaced the JCfD.

Despite the changing strategic landscape of MFAT's Aid Programme between 2015 and 2020, support for infrastructure development and tourism was a consistent theme, with explicit reference in the following MFAT documents: Strategy 2007-2015 (which included a focus on transport networks and considered Samoa as a priority for intervention); International Development Policy Statement 2011 (in which key themes included investing in economic development and improving disaster resilience); Statement of Intent 2013 (which emphasised sustainable economic development); and the Strategic Plan 2015-19 (which identified support for tourism and resilience as investment priorities).

Support for AWDP was therefore consistent with international development principles, and strongly aligned with the strategic priorities for both GoS and MFAT.

Coherence

The assessment of coherence considered the following evaluation question:

How well did the Activity align with others being implemented in-country?

Several other development partners including private sector investors were supporting GoS at the time of this Activity to undertake their respective projects. Projects involved in either tourism or infrastructure in/around Apia at the time this Activity was conceived, designed, and implemented included:

- Huizhou Municipality of Guangdong Province, the Peoples Republic of China: funding for the development of a Friendship Park in the central area of the waterfront. This development is scheduled to be opened in late 2020 and is located adjacent to the AWDP.
- People's Republic of China: funding for the construction of a new Multi-Sport Centre, refurbishment of the Aquatic Centre and Apia Park for the 2019 Pacific Games, a regional sports tourism event. This development was opened prior to the commencement of the Pacific Games and is located in the periphery of the urban centre.
- Japan's International Cooperation Agency (JICA): funding to upgrade Apia's urban stormwater drainage to reduce surface flooding, and reconstruction of the bridge over the Vaisigano river on the main road between the urban centre and the international Port of Apia. This development was completed in August 2020 and is located on the waterfront.
- Asian Development Bank (ADB): funding for the development of the Apia Port masterplan and upgrades to terminal and customs infrastructure in order to improve the Port's climate and disaster resilience, as well as increase trade capacity. There is an aspect of this project that considered 'greening' from the perspective of improving safe access and aesthetics for cruise ship tourists arriving at port. This development is ongoing and is located in the harbour area of the waterfront.
- Australia's Department of Foreign Affairs and Trade (DFAT): funding to construct a new climate resilient Parliament House as part of a wider infrastructure and wider economic governance investment. This development was completed in March 2019 and is located in the Mulinu'u area of the waterfront.
- Central Bank of Samoa (CBS): redevelopment of the CBS car park and entrance to ensure alignment with the Events Space. This development was completed in 2019 and is located adjacent to the AWDP.
- Samoa Commercial Bank (SCB): construction of a new SCB building in Tauese along the main Beach Road. This development was completed in October 2020 and is located in the harbour area of the waterfront.
- Sheraton Aggie Greys Hotel and Bungalows: Sheraton expanded into Samoa through the acquisition of locally owned Aggie Greys hotels, resulting in the refurbishment of both Apia and Mulifanua hotels after extensive damage from Cyclone Evan in 2012.

This development was completed in 2016 and is located in the harbour area of the waterfront.

- Lava Hotel: Digicel, a regional telecommunications company with a local arm in Samoa, invested into tourism and opened a new hotel in Sogi. This development was completed in late 2019 and is located in the Mulinu'u Peninsula area of the waterfront.

As AWDP and the Huizhou-funded Friendship Park are physically adjacent to each other, it was important that the final product interfaced well to ensure a sense of continuity. The AWDP was completed 12 months ahead of the Friendship Park which was completed in August 2022 after considerable delay due to COVID-19.

Construction timeframes for both projects overlapped and so it was important to sequence both works appropriately to ensure controlled access for the respective contractors, as well as minimal disruption and safe access (and parking space) for the general public who worked in and/or visited the two main government office buildings in the area.

Whilst coordination between the AWDP and Friendship Park was largely successful, there were a few exceptions. Increased coherence was challenged by the fact that the Friendship Park design was submitted in Mandarin which made it difficult for the AWDP Contractor (Zheng Construction) and Beca to readily assess and configure design changes. Moreover, despite best efforts to coordinate between contractors and respective design teams, a residual interfacing issue arose at the end of the AWDP which resulted in Friendship Park stormwater overflows on the western end being discharged directly into the Clock Tower Boulevard. As the fix was outside the scope of the AWDP, the GoS took the initiative at their own cost to action remedial works.

As the improvements to the Events Space extended two-way traffic in the area, this created a thoroughfare road which helped to ease traffic flowing from the Events Space towards the clock tower roundabout (heading west) by redirecting and/or creating an option for traffic to head directly away from the roundabout towards the opposite end of the Events Space (heading east).

As previously noted, the AWDP leveraged support from a number of existing MFAT-funded activities including the PacificTA Facility that is managed by Local Government New Zealand (LGNZ) which provided specialised urban development technical assistance. Ongoing LGNZ support is being scoped for assistance with the development of waterfront-wide policies and investment packages for opportunities identified in the Apia Waterfront Plan.

To strengthen impact monitoring, the AWDP tapped into the Samoa International Visitor Survey run by the New Zealand Tourism Research Institute to integrate questions about visitors' waterfront experience. The survey is conducted annually and provides useful information to the industry.

Impact

The assessment of impact considered the following evaluation questions:

What were the positive impacts?

The design of the Events Space (ES) and Clock Tower Boulevard (CTB) aimed to achieve multiple positive impacts, a summary of which is outlined in Table 6. Prior to

redevelopment, the ES had poor connectivity to the waterfront, poor lighting, disconnected and narrow walkways, and was prone to flooding. Prior to its construction, the CTB area was fenced off, prone to flooding and unutilised.

The ES and CTB provide enhanced facilities and functionality resulting in a more people oriented waterfront. There is improved lighting, increased provision for seating and shade (although vegetation needs to mature before this benefit is fully realised), improved parking, provision of a larger area for public events, and improved public amenity (via improved recreational spaces, rubbish receptacles and attractive surroundings). In line with the Apia Waterfront Plan, the CTB brings to fruition the extended clock tower vista down Vaea Street and creating a natural flow from the downtown shops to the waterfront via a paved and planted walkway. There is a high degree of design coherence with the Friendship Park, with the ES and CTB providing access to Park.

Table 6 – Summary of improvements to the Events Space (ES) and Clock Tower Boulevard (CTB)

ES	CTB
<ul style="list-style-type: none"> • Enhanced facilities and functionality to better cater for public events. These have included, in the past, the Samoa Teuila festival and Independence Day celebrations. • Improved connectivity to waterfront with 3m wide pedestrian walkways, capable of accommodating bi-directional foot traffic including cycling. • Improved traffic flow and 15% more parking spaces. • Widened and compacted lawn space, to host larger crowds. • Improved safety through raised zebra pedestrian crossings to give pedestrians right-of-way at certain critical traffic points. • Improved energy-efficient lighting and up-lighting to feature palms at night, creating a safer and aesthetic environment. • Relocated monuments, resulting in greater access and integration into redeveloped area. • Improved drainage, resulting in no flooding issues on site. • A high quality demountable aluminium stage (stored by STA) for use during public events. This has replaced the wooden structure that is constructed and demolished on an annual basis to host public events. • Improved pedestrian access through to the Friendship Park development. 	<ul style="list-style-type: none"> • Attractive and safe space for greater public use, accessible and people-oriented. • Improved connectivity to the waterfront with a generous and inviting patterned concrete path (10m wide, 150m long). • Preserved the beautiful vista that transcends from the Mt. Vaea down to the iconic town clock, and through to the Pacific Ocean. • Improved energy-efficient lighting and up-lighting to feature palms at night. • Improved resting areas with durable furniture, shaded seating at north end (seawall) and open seating at south (clock tower) end. • Strong defining cultural markers (sails) which feature Samoan motifs. • Improved drainage, resulting in no flooding issues on site. • Improved pedestrian access through to the Friendship Park development.

The most pronounced and perhaps less salient of positive impacts was the improvement to the underground drainage. With co-funding from GCF, the Activity improved drainage infrastructure in the ES and CTB which resulted in visibly less surface flooding during periods of heavy rainfall. Moreover, the developed area was not affected by the recent flash flooding experienced in December 2020 compared to other areas of Apia city.

Tourism impact

There has been little opportunity to quantify the medium to long term economic benefits of the waterfront development on the local economy, as the waterfront became accessible in July 2019 with Samoa having experienced two successive public health emergencies (measles and COVID) since. The expected tourism benefit owing to the ES and CTB has not come about, nor could it come about with ongoing border closures and travel restrictions due to COVID.

Evidence of tourism benefits are not yet extensively documented by the Apia Waterfront Unit, but progress has been made to capture visitor waterfront perspectives through the annual Samoa International Visitor Survey (IVS). Waterfront specific questions were included in the IVS from January 2020, with results from the IVS conducted over the January-March 2020³² (prior to the COVID border closure) having recorded 78% (n=457) of a total of 507 respondents spent time on the Apia waterfront, of which 90% found it easy and safe to walk around especially during the day.

Satisfaction with the waterfront was rated by respondents as 3.9 out of 4.0 for information provided, 3.5 out of 4.0 for cleanliness and 3.4 out of 4.0 for the maintenance of waterfront facilities. Comments from respondents shed light on their ratings, with 62 negative comments (litter, rubbish in the water, major road works, traffic jams, poor safety at night with less street activity, difficult to find toilets, harassment by street vendors and beggars), 34 positive comments (appealing changes, friendly locals, great scenery, clean compared to other islands) and 24 suggestions for improvement (more amenities referring to bins and toilets, more shops and dining options, more beautification to other areas along the seawall, preserve old buildings, better connection between fish market, hotels and wharf).

The data highlighted areas to improve, noting that less than half of respondents who had visited the waterfront had seen the directional signage, with a little over half having seen the historical and interpretive signage. These results are a positive improvement compared to historical IVS data collected over the January to December 2018. Waterfront feedback extracted from this period showed that respondents were aware of “promising infrastructural developments” on the waterfront but that footpaths were unappealing.³³

As a high profile investment, the AWDP generated a lot of interest from high level Samoan and New Zealand delegates. The New Zealand Prime Minister, Hon. Jacinda Ardern, visited the completed works in July 2019, notwithstanding visits from the various New Zealand Ministers of Foreign Affairs over the 2018-2020 period. These visits have ensured a high degree of international interest from the New Zealand government and people in the benefits of their funding investment.

Despite the site’s high profile, delivery of the Activity’s long-term outcomes, particularly increased tourism revenue, may require support in event programming to attract visitors.

³² NZTRI, Visitor Perspectives on the Apia Waterfront: Samoa International Visitor Survey Jan-Mar 2020.

³³ NZTRI, Apia Waterfront Development: insights from the International Visitors Survey July 2019.

Encouragement of commercial operations, including food, beverage and leisure activities will be necessary to increase yield from international visitors.

Local impact

The expected benefit to Samoans (and domestic tourists visiting Apia) has been achieved. Following completion of works, there were immediate social benefits with the public flocking to the area for the night market that followed the opening ceremony in July 2019 (see Appendix 4 for pictures of the night market). Despite a noticeable decrease in large public gatherings and events held in the ES due to the ongoing state of emergency and domestic restrictions, this has not deterred the public's enjoyment of the waterfront for its social and health benefits. The ES and CTB has been used largely by Samoans with the added benefit of practicing social distancing in open spaces and in compliance with ongoing state of emergency orders.

The developed ES and CTB now experience significantly greater utilisation than prior to development, and represents Apia's main focus for local workers, informal social gatherings and scheduled public outdoor events. Engagement with stakeholders reported that the waterfront development yielded significant immediate community benefits with events staged in Apia such as the July 2019 Pacific Games, Independence celebrations and annual Teuila Festivals over the 2019-2020 period.

Stakeholders interviewed and surveyed for the evaluation thought that despite the public health issues affecting Samoa and the rest of the world (measles and COVID-19), the ES and CTB has had an immediate impact. The developed areas are well-utilised and well-administered. Some participants thought that the project's success is largely due to Samoan people having a sense of ownership over the design and purpose of the spaces. They thought success was also due to good working relations with line ministries, and committed people involved. Based on experience with this project the GoS has requested that NZ develop an adjacent site because they have confidence that NZ will do a good job. This is reflected in a written response from a stakeholder.

"The Event Space and Clock Tower Boulevard have greatly impacted positively in lifting the look and feel in Apia. Many Samoan people and also visitors to Samoa have used these redeveloped public spaces for recreational purposes e.g. family outing in the evening, walk/running for exercise as these areas are well connected with the existing seawall and other parts of Apia with proper footpaths, signage and also landscaping. These areas are very popular at night with families and friends interacting and enjoying the waterfront. The project has lifted the profile of the city of Apia. The Apia waterfront is one of Samoa's main assets and the project has improved the look and feel of these public spaces in the city. Tourists are enjoying the areas not only during the day but also at night with improved lighting and street furniture for use. The waterfront is clean and more natural landscaping providing a better condition (shade) when walking around Apia. The project also installed interpretive signage along the waterfront as well as directional signs, which have really assisted the tourists that visit Apia. The interpretive signage provides information about Samoa (environment, culture, religion and its people) and also the historical sites located along the waterfront. The overall aim of the project is to

redevelop Apia's waterfront so that Samoans and tourists can enjoy a safe, clean and vibrant waterfront.” (048)

Prior to COVID-19, commercial interest in developing the waterfront was elevated through public consultations on the Apia Waterfront Plan. Engagement during the design and implementation of the ES and CTB saw similar levels of business interest, however, little actual investment resulted. As a public asset, the ES and CTB have limited commercial opportunities built into them, with public events providing the only revenue stream for the participating stallholders and organisers of such events. Although the intention for having wide spaces on the CTB was to accommodate foot traffic and create business opportunity (e.g. temporary kiosks and venue for hire), the latter has not seen business investment to date. There is a view that the urban design standards developed by the Apia Waterfront Unit present higher set-up costs for new kiosk owners. Existing kiosk owners could potentially weather the cost of upgrading existing assets.

The downturn in tourism due to COVID-19 has severely constrained business interest in waterfront investment, and as such, there has been no evidence of the anticipated growth in the number of kiosks, cafes, restaurants and shops on the waterfront.

Findings from the short public survey undertaken for this evaluation revealed consistent positive feedback from participants, who highlighted the creation of the new public space (CTB) and safety improvements to Events Space as having the greatest impact on their/families' lives.

“My teenage daughters and I periodically visit the clock tower boulevard when we've gone for a walk along the seawall. Nice open space with a clear view of its surroundings. The event space we sometimes use for a sit down meal. Love the rubbish bins situated around the space. The flowers make the event space an eye please spot to sit and eat but care in the plant maintenance is required to ensure the plants and trees aren't overgrown so it provide clear view of the car park surroundings (like the boulevard) from security conscious mother of teenage girls.” (020)

“The beautiful Apia waterfront (Events Space and Clock Tower Boulevard) as it is now has impacted positively on family life. It offers a public space that is well maintained, providing a cleaner and safer environment for my family just to hang out from time to time – especially for our two little boys to play and run around – if we had it their way, my boys would hang out here every day (in the evening when its cooler). It offers plenty of space for families, for kids to play and for adults to exercise/relax...It is also a great place to catch up with family members and close friends when we bump into them taking a stroll at the Waterfront.” (030)

What were the negative impacts?

Noise and disruption during construction of the Events Space (ES) and Clock Tower Boulevard (CTB) was inevitable particularly for those whom worked in and visited the two government buildings in the vicinity. These negative impacts were mitigated with close monitoring of the Contractor's environmental management and traffic plan by Beca, and active public communications (e.g. social media, monthly newsletter³⁴) providing regular updates to the public around disruptions.

Findings from the short public survey also revealed negative feedback from participants, who highlighted the lack of access to the developed sites for waterfront projects that were still ongoing.

"The events space has had a positive impact on both myself and my husband as it is a nice, safe space to exercise. Our enjoyment of the space has been somewhat impacted over recent months by the closure of the seawall in front of the Government building for the construction of the Friendship park, but hopefully the ANZ Wednesday night run will be able to relocate back to the Events Space once construction of the park is complete." (010)

Adequate asset maintenance was not evident during and immediately following the 12 month defect liability period. Delays in settling disputes over the Contractor's final claim may have contributed to this.

As the Implementation and Operations Framework (IOF) developed by MWTI was agreed between agencies at the start of the Activity, the IOF was slow to be actioned following the 12 months defects and liability period. Noticeably, the landscaping components (lawns and grass areas) are maintained regularly however some physical infrastructure (e.g. wooden varnished seating, rubbish receptacles) are deteriorating and in need of maintenance. It is important to note that during this time, the different government agencies including the MWTI were involved with measles recovery and COVID-19 pandemic preparations. The latter is ongoing and involving major construction efforts to prepare health sector facilities for any outbreaks.

The developed areas are aesthetically more pleasing to the eye compared to surrounding areas but the contrast was minimised by ensuring some level of design consistency and extending the scope where budget permitted. One example is the extension of the scope of the Events Space works to include the construction of the signature rock wall in front of the STA Information Fale. This feature integrated well with the wider Events Space design (which including large feature boulders) as well as reduced the contrast of the resulting infrastructure with pre-existing sites.

³⁴ See Appendix 5.

Effectiveness

The assessment of effectiveness considered the following evaluation questions:

Was the design and implementation process fit for purpose?

The design approach involved extensive stakeholder consultation, and as such blended social, economic and environmental considerations, and established the foundation for strong ownership not only by GoS, but also the general public in Apia.

For the first time, the NZS3910 contract was used by MWTI for infrastructure procurement. Doing so allowed the MWTI (as the leading government infrastructure agency) an opportunity to trial not only the use of this contract approach as a model for future use but also the opportunity to build the capacity of the sector. Beca provided a workshop on the NZS3910 to support prospective tenderers to develop high quality bids, as well as provided technical advisory support to the evaluation panel made up of GoS stakeholder agencies which assessed the bids. Procuring locally meant that it was expected the successful bidder would have little to no experience with applying the NZS3910.

A Samoan company was selected as the construction contractor, which was consistent with good development practice, and provided an opportunity to support sector capacity building and broader economic support. Oversight arrangements for construction quality did not address quality issues sufficiently early in the construction work, which led to substantial rework during the defects liability period. This in turn led to frustrations, delays and cost increase. Implementation was also affected by keen political interest in the project, which had the impact of distracting attention from established contractual remedies, thus complicating their resolution.

Were the development outcomes achieved as intended?

Given the recency of project completion, only the short-term and medium term outcomes can be readily assessed.

The resulting infrastructure bore a strong resemblance to a series of visuals that were produced by Beca to accompany the detailed designs, and so were consistent with what was both intended and expected. The visual materials made it easier not only to articulate the final products but were effective in managing public expectations and maintaining public buy-in throughout construction.

There was overwhelming agreement from key stakeholders consulted that many of the Activity's short and medium-term outcomes were achieved, noting improved visual and cultural aesthetics, increased public space for locals and tourists, and improved safety. Stakeholder responses also noted the wider impacts of the Activity were achieved beyond the resulting infrastructure. Specific comments were:

"It's a beautiful setting for people to feel comfortable and safe walking along the waterfront ...foot traffic has increased quite significantly mainly by locals and local visitors." (042)

"...inspired a sense of ownership, the design was Samoa-inspired. a beautiful jewel in the centre of Apia.... a great sense of community ownership ..." (046)

"Yes the project delivered as expected and more. The project not only improved part of the waterfront (event space and clock tower boulevard) but it has also raised awareness and understanding on good urban planning and design practices. The need for urban design standards were identified during the project planning stage and further resources with other development partners were explored for preparation. The Waterfront Plan also identified other planning policies that need to be developed to ensure the sustainable development of the Apia waterfront." (048)

Was the resulting asset of high quality?

The waterfront upgrade work was eventually completed to New Zealand standards, as confirmed by quality inspections conducted by Beca as part of the construction monitoring and approval process. This is reinforced by participant's feedback in the 'Positive Impact' section of this report.

The visual impact of this part of the waterfront is far superior to the pre-existing infrastructure, with a good balance between hard (paving) and soft (planting) surfaces. The concrete surfaces will also be more resistant to impact damage, while improved underground and surface water drainage will reduce the risk of flooding that previously affected the area.

High-quality specifications for key items (i.e. cultural markers, outdoor furniture, performance stage, plaques, bollards, lighting) served to ensure items delivered were high quality with regard to their structural components, aesthetics, and superior in terms of climate resilience and low cost maintenance. Whilst MWTI has budgeted for maintenance of assets, stakeholders noted that the cost to replace high cost items remains a concern.

Despite the lawn area in the Events Space being enlarged to increase capacity to host larger crowds, the grass is not sufficient to withstand the impact of large numbers over consecutive days. This would substantially limit the effectiveness of the area for hosting multi-day events, and would require additional measures to protect the area if used for this purpose. Understandably, the impact of large crowds on a confined grass area over multiple days is to be expected and the importance of maintenance (i.e. recovery measures) will need to be carefully considered by the responsible agency.

Efficiency

The assessment of efficiency considered the following evaluation questions:

Did the Activity represent a cost-effective investment?

Overall Activity implementation took longer than initially expected. Additional time spent to agree the Activity resourcing, the waterfront initiatives to support, and delivery model was essential to defining an achievable project plan.

The construction phase was delivered in a timely manner after being fast-tracked to be completed by the 1 June 2019 Independence Day celebrations with the intention of hosting the celebrations in the ES. The decision to fast-track delivery resulted in compressed timeframes for detailed design and construction phases. Additional time spent during these phases may have provided greater certainty of scope and cost.

The target completion date was nearly achieved. But conscious that the grass had not had enough time to properly establish itself in the green space, the GoS Independence Day Committee made the decision to relocate the celebrations to its historical site further along the waterfront in Mulinu'u. Nevertheless, practical completion was achieved by the contractor on 3 June 2019, only two days after the initial target.

Cost overruns

By the end of the Activity budget contingencies were exhausted. Cost implications arose from design changes, the measure and value contract, construction delays and a separate grant funding contribution to GoS' Savalalo market development. As a result, the construction contingency was insufficient to fully resolve the contractor's final claim which contained disputed items.

The dispute resolution process was settled within the construction contracts, as allowed for, between the Construction Contractor and MWTI as principal. The Contractor's final claim was assessed by MWTI with Beca providing only a preliminary assessment of the claim in the absence of complete as-built drawings from the contractor. This approach was undertaken only after an impasse was reached between the Contractor and Beca. The cost overruns in the Contractor's final claim, once negotiated by MWTI, represented a 17.4% increase over the Contractor's originally tendered price. The majority of disputes arose from selected trade area components (i.e. landscaping, earthworks, electrical services and provisional sums) of the ES and CTB construction contracts.

While such overruns are not unusual for an infrastructure development activity of this nature, scale and location, they create the challenge of identifying where the liability resides and who is liable to meet them.

There was a significant 12 months delay in the settlement of the Contractor's final claim and disputes therein. The claim exceeded the expected cost envelope including the Activity's contingency that was held by MFAT. There were systematic delays across the board in resolving this, with delays on the part of the contractor in delivering the as-built drawings and evidence to support disputed items, subsequent delays on the part of GoS agencies involved in consolidating its assessment of the final claim, and further delays on MFAT's part in securing the additional funds needed to cover legitimate cost overruns.

Some stakeholders had mixed views about the efficiency of the Activity and whether it was value for money when compared to alternative tourism infrastructure investments and cost saving measures which could have been integrated into the design.

"It was a high profile project in a strategic location that needed a facelift and it was a useful exercise taking Samoa through the process, but I think it's a lot of money for a carpark and space... am unsure whether NZ got 'bang for its buck'. We could have done more for the space, i.e. included sports equipment, a children's playground, a water feature. I feel MFAT missed an opportunity with the Chinese build, where there will be a lot more to offer. I feel it's a static contribution, but if it connects to other parts of investment, then NZ will get more value from this investment. (049)

s9(2)(j)

This shortcoming in the financial planning and budget became clear only at the end of the Activity when the cost overruns emerged.

MFAT's contracting model enabled Beca to propose additional services as the Activity evolved. While this model has worked well in other circumstances, the absence of competitive tendering for services down the line (i.e. for Engineer to Contract services) ultimately led to a decline in the cost-effectiveness of the services provided.

How appropriate were the modality, procurement and contracting arrangements?

Engagement with stakeholders revealed mixed views as to whether resources were used well. As the Activity sat under New Zealand's wider bilateral tourism investment, the requirement to complete a separate activity design with duplicate information was not necessary. It was agreed internally within MFAT that a concept note would be sufficient to progress a phased investment in the Activity. The development of key documents for approvals and monitoring (e.g. Results Framework, Results Measurement Table, and Risk Register) were adapted from the those for the wider tourism investment. In retrospect, a right-sized Activity design document tailored for the ES and CTB investments may have clarified the scope, delivery model and resourcing needs much earlier.

The partnership project model worked well with regard to securing a high degree of GoS ownership and engagement in the Activity. The GoS' financial and procurement systems were used and enabled the government and construction industry to use the NZS3910 contract and associated tender evaluation methods. Genuine and extensive stakeholder engagement was conducted resulting in strong public interest and ownership for the end product. The Activity provided capacity building opportunities for key stakeholders and the construction sector with GoS' capacity to plan and deliver urban development projects further strengthened.

The selection of a local construction contractor for the construction works was consistent with good development practice, as was the use of local materials and labour where appropriate. The use of a single construction contractor for both the Events Space (ES) and Clock Tower Boulevard (CTB) works provided value for money and continuity. Despite a successful bid, it became apparent soon after mobilisation that the Contractor's capability and resources were not sufficient to satisfy the scale and pace of this Activity, which led to quality and timeliness issues that ultimately translated into cost overruns.

Engagement with key stakeholders revealed that the Contractor was inexperienced with using the NZS3910 model, struggled in areas of project management and in delivering projects that were largely civil works. To mitigate these shortcomings, the principal and Engineer to Contract took a collaborative learning approach to bringing the contractor up to speed with contract standards.

"First time used this type of contract ... differs from GoS contract guidelines which are typical of almost all contracts in Samoa. ADB and World Bank contracts often use local tender documents, especially if asking local contractors to bid." (046)

"Under the new norm, we need to increase capacity of local contractors for large projects, but that's not going to come unless we expose them. The question is how do we graduate them from minor works to major works?...So, understanding international contracts such as NZS3910 is fundamental to any contractor... to be able to resource it and manage it. So, try to put in contractors who are skilled in contracting and skilled in management is something we need to build on. NZS3910 is a NZ instrument, it would be good for MFAT to spearhead something through MWTI the implementing agency, to invest in capacity building in the industry, whether that's a consultant or contractor. But there needs to be some sort of partnership to upskill local contractors to understand the contracting instruments that they will be put under when doing contract work for the NZ government. ... For contractors who are locally based and are supervised, there's an element of trust and respect from local fraternity, not everything is black and white, can interpret plans differently, so important to have a process to mediate issues when they come up as not always able to be clearly defined in documentation but there needs to be a process for dialogue, and there needed to be a lot more for this project. Can't point my finger at one group, but the whole network needs to come together and agree we need to improve. (037)

The use of a single supplier for design and Engineer to Contract services provided consistency of institutional and technical knowledge from design through to implementation. As Beca's contract was held by MFAT on behalf of the GoS, MFAT had greater visibility and control over this contract than did MWTI as the implementing agency. This approach removed the administration burden from the GoS but also required active engagement by MFAT in governance and management forums so as to ensure visibility of progress and issues which had implications for the overall budget.

Using an Engineer to Contract for oversight and quality control has proven to be an effective model for MFAT infrastructure development activities elsewhere in the Pacific. However, in this instance it proved less effective than anticipated as the Engineer to Contract was only contracted by MFAT to be in-country on a part time basis. Some stakeholders considered the part time model to be less than optimal and would have preferred that the Engineer to Contract served full time in-country and for the GoS to have held the Beca contract. Despite efforts by the project team to manage the issues with the Construction Contractor and mitigate the in-house resourcing challenges faced by the MWTI, the need for increased monitoring oversight was not adequately addressed.

Within MFAT, Activity management was split between the bilateral team in Wellington and at Post. Across the MFAT team, which evolved over the 5 years, managing the Activity was technically challenging and resource-intensive but this gap was filled with intermittent support from the internal infrastructure advisor who provided support to Activity managers on request. In recent years large MFAT-funded infrastructure projects are being led by Activity managers with specialist infrastructure backgrounds. Adoption of this resource model for future projects would allow the bilateral team and Post to focus on the bilateral relationship and Activity governance.

How effective were governance arrangements?

The governance arrangement was considered effective when it came to resolving issues. As the Minister of Tourism at the time, it was both an advantage and a challenge to having

Samoa's Prime Minister Chair the Apia Waterfront Steering Committee (AWSC). On the upside, the Prime Minister was a very engaged chair and his decisions carried a lot of weight and were carried out swiftly which meant little delays to enacting governance decisions. On the downside, the Prime Minister's keen oversight of operational matters sometimes translated into last minute design changes to the already approved and contracted designs. These last minute changes often came with budget implications.

The Project Working Group (PWG) was effective in providing operational oversight of the Activity. With representatives from the key stakeholders, decisions that required a multi-agency approach were able to be taken quickly with the PWG meeting every fortnight. Working relationships and communications between PWG members were good with regular catch ups conducted in person and digitally for Beca personnel working remotely from New Zealand. As the PWG was co-chaired by MWTI (for Samoa) and MFAT (for New Zealand), this collaborative approach ensured strong engagement from both partners and visibility of issues as they arose.

As principal to the ES and CTB construction contracts, MWTI was able to contribute strongly to overall governance effectiveness. The ministry had sufficient capability, resources and desire to lead its own infrastructure projects, and delivers a broad programme of works annually without development partner assistance. Consequently it has a good awareness of the local construction contracting market. However, there were capacity challenges within the ministry at some points throughout the Activity created by staff turnover and the decline of already limited number of in-house engineers (3 in total with one having passed away during the Activity). Despite having support from MFAT to fund resourcing for the ministry, there was greater reliance on Beca.

At the time, the local construction industry was inundated with infrastructure projects with many in the pipeline coming through the Green Climate Fund which focused on climate resilient initiatives, and large contracts for the 2019 Pacific Games which focused on building and rehabilitating existing sporting facilities. These contracts were all held by MWTI and some were larger in scale than the Activity which challenged resourcing internally as these projects came online.

This Activity attracted substantial interest from senior politicians, which imposed pressure to transition quickly from design to implementation (from New Zealand) and to accelerate completion in time for Samoa's 2019 Independence Day celebrations (from Samoa). The impact of this external pressure was to cause rework, increase cost, reduce quality and distract those involved in delivery.

Sustainability

The assessment of sustainability considered the following evaluation questions:

To what extent did the design take future proofing into consideration?

The ES and CTB detailed designs had a number of future proofing elements. These included elevating site levels to accommodate sea-level rise and address the sinking reclaimed land, widening of walkways to allow for bi-directional foot traffic and wheelchairs/bicycles, using energy-efficient lighting to reduce electricity costs, upgrading underground drainage to

resolve flooding issues in the area and increasing the lawn area in the ES to accommodate larger crowds.

Local Government New Zealand continues to engage with the Apia Waterfront Unit on areas where the unit is seeking technical support for the development of investment packages for other initiatives on the waterfront which do not yet have investors.

Waterfront data captured in the IVS January-March 2020 provide a benchmark against which future shifts in visitor perceptions of the waterfront area can be measured. Waterfront data will continue to be captured in the next IVS and there is optimism as visitor numbers grow post-COVID and the waterfront area undergoes further development.

Is it being operated and maintained effectively?

Despite the GoS having budgeted for maintenance, the sustainability of the assets is challenged by the lack of an asset management and maintenance plan. This plan was not developed as intended under the Activity with the focus in the post-construction stage being overtaken by the cost overruns that became clear at the end of the works. However, an alternative arrangement was agreed albeit informally between MFAT and MWTI to deliver this plan outside of the Activity. Once developed, this plan will contribute to increased sustainability of the assets.

Asset ownership and maintenance of the resulting infrastructure fell to many agencies and this required close inter-agency cooperation as outlined the MWTI's 'Implementation and Operation Framework'. It is difficult to assess the degree to which assets are being operated and maintained as at the time of this review, the MWTI completion report was not due for submission. From observation, the lawn spaces are mowed regularly but the outdoor furniture, rubbish receptacles and raised flower beds with varnished wood finish is rapidly deteriorating. Flower beds have sprouted weeds in some areas where plantings are missing suggesting theft or a lack of replacement. Post-construction, there were incidents of plant theft which has seen proactive measures to increase surveillance and public media campaign to build ownership and passive surveillance.

The measles epidemic in late 2019 and ongoing COVID-19 pandemic has restricted the capacity of the MWTI to monitor the assets, with GoS resources diverted to national response efforts. In particular, the MWTI has been at the forefront of response infrastructure upgrade works at the expense of non-essential projects. This has required a more flexible and adaptive approach to be taken post-construction.

The AWSC and TAG continues to operate albeit less frequently now, to provide governance oversight of ongoing waterfront developments (e.g. Friendship Park) and projects in the pipeline. The Apia Waterfront Unit remains under PUMA and both are fully integrated into the MWTI. The fact that these institutionalised mechanisms continue beyond the life of the Activity is testimony to its institutional impact.

Resourcing for the Apia Waterfront Unit however remains an issue with regard to its wider objectives to develop investment packages and policies to guide the rapid development of the waterfront. Resourcing is currently provided from within PUMA but at the time of this

report, a vacancy had transpired for the Apia Waterfront Coordinator position. As intended, the PWG was disbanded soon after the ES and CTB was completed.

Lessons Learned

To what extent were past lessons incorporated into the design and delivery of this Activity?

MFAT's own experience in delivering aid Activities in the Pacific revealed the following lessons about the design and implementation of infrastructure Activities:

1. The role of Engineer to Contract is vital to ensure effective project implementation and contract administration on construction contracts. In the absence of an Engineer to Contract, it is unlikely that MFAT personnel would have sufficient capacity and capability to administer construction projects, which may lead to delays, cost increases and inferior quality outcomes.

Under the AWD Activity, the Engineer to Contract role was budgeted for and the contract was awarded to Beca.

2. Developing countries in the Pacific often lack the capacity, capability and resources for effective engagement in the planning, design and implementation of significant infrastructure assets; to manage substantial construction projects; or to provide the required ongoing services for operation, inspection and maintenance.

Under the AWD Activity, funding and technical support was provided to GoS to establish and resource both the Apia Waterfront Unit and MWTI's internal capacity. While maintenance requirements were specified within the construction contract, the preparation of an asset management plan is anticipated as a follow-up initiative.

3. There are significant practical and logistical challenges to the delivery of construction projects in remote Pacific locations, including access to basic resources (sand, rock, fresh water) and limited transportation options.

Under the AWD Activity, a review of available materials was undertaken by Beca to identify what materials were readily available in Samoa vs those that would require import. The engagement of a local contractor proved useful in providing an understanding of local logistical challenges.

4. Staff at Post provide a crucial role in helping the partner government to prepare for construction projects, and in briefing construction contractors and others on the local operating context (including local customs, environmental challenges, organisational arrangements and key contacts).

Under the AWD Activity, MFAT staff at Post, MFAT Wellington and Beca engaged regularly with GoS counterparts to ensure a common understanding of each party's roles and responsibilities. A NZS3910 familiarity session was conducted by Beca in advance of the tender period to support understanding by local contactors.

MFAT commissioned MWH (now Stantec) to conduct a limited sector synthesis based on the evaluation of four infrastructure Activities, which led to the following substantive recommendations in 2015:

1. Harmonise impact assessment approaches applied by MFAT and development partners.

Use of Samoa's environmental impact assessment processes were adopted under this Activity with the delivery of a Preliminary Environmental Assessment Report (PEAR). This process was deemed to satisfy MFAT's Environmental and Social Impact Operational Policy (ESIOP).

2. Consult with stakeholders from the outset.

As identified through this Evaluation, a range of community and GoS stakeholders were engaged throughout the design and construction periods.

3. Incorporate asset maintenance into the design.

While many of the assets constructed require minimal maintenance, the upkeep of park benches, rubbish receptacles and vegetation will require ongoing support. The diverse number of GoS agencies with asset management responsibilities makes the integration of asset maintenance resources particularly challenging.

4. Match infrastructure scale and complexity with in-country capability (and build capacity where appropriate).

The level of finish specified for the ES and CTB may have exceeded that typically expected of local contractors. Closer construction oversight would have supported the contractor's ability to deliver quality expectations with less re-work.

5. Resolve land access issues at the outset, and allow adequate time for their resolution.

Land access was an important consideration during Activity design and did not prove to be an issue for this particular Activity.

What new lessons were learned during the planning and implementation of this Activity?

1. The use of a single supplier (Beca) for both the design and Engineer to Contract services provided strong continuity throughout implementation, and moderated the impact of staff changes in other organisations.
2. The Engineer to Contract should be in-country full-time and, if not, their representative should be full-time on-site to ensure close monitoring and strict quality control to reduce contract and quality issues further down the line.
3. The development and implementation of a communications and engagement strategy using a mix of traditional and digital platforms ensured a high level of public engagement and awareness, which helped to build public ownership and maintain public interest throughout the life of the Activity.
4. As MFAT held the Beca contract, this required active engagement from the development partner (staff in Wellington and at Post) to effectively manage this

contract on behalf of GoS, despite low capability within the bilateral MFAT team to adequately manage the technical aspects of the Activity and mitigate scope creep.

5. It would be appropriate for a cost contingency of 20% or more to be assigned to activities that are conducted in challenging operating environments, where construction contracts are held in the local currency, or where there is likely to be a keen political interest in delivery.
6. While the use of a local construction contractor provided development opportunities for the local construction sector, the contractor had less than anticipated experience in meeting the finish standards prescribed by Australia/New Zealand Standards, and lacked familiarity with the NZS3910 contract that governed the construction work. The challenge was compounded by a low level of site work supervision by the Engineer to Contract, which resulted in the identification of extensive rework during defects and liability inspections, and led to delays and additional expense.
7. The lack of an asset management and maintenance plan compounded by the limited capacity and resources available for asset management means that maintenance of the installed assets may be insufficient. Early indications are that basic inspection and maintenance work is not sufficient (for example, weeding planting areas and repainting of woodwork).
8. The early development of a clear vision and integrated concept for the waterfront development provided a solid basis for this Activity and others. The Activity and other waterfront developments were guided by what was envisioned in the final Apia Waterfront Plan for each area, with the Apia Waterfront Unit actively promoting the Plan's five goals as design principles.
9. An established framework for urban development can significantly accelerate construction projects, which would otherwise likely require their own detailed master plan and environmental and social impact assessment, typically adding a year to the design period and substantial cost.
10. Where assets are built to benefit both locals and tourists alike, the benefits are likely to be more broad-based, tangible, and less exposed to the risk of 'asset stranding' in the event of a significant downturn in the tourism sector due to externalities (such as the COVID-19 pandemic).

6 Conclusions

Development Effectiveness

The Activity has opened up a previously underutilised area and converted a tired looking waterfront into a more aesthetic, resilient and functional asset. The Events Space (ES) and Clock Tower Boulevard (CTB) are safe vibrant places of renewed enjoyment for locals and tourists alike. There is a strong sense of ownership both by the Government of Samoa and its people for the assets. Despite the COVID-induced border closures, local residents continue to enjoy the area on a daily basis.

The evaluation team assessed this Activity against OECD DAC Activity-level evaluation criteria, and concluded it achieved the following conformance:

Relevance	Very Good
Coherence	Very Good
Impact	Good
Effectiveness	Satisfactory
Efficiency	Satisfactory
Sustainability	Good

The design and implementation of this Activity provides an excellent example of how effective stakeholder engagement and visionary urban planning can enable an infrastructure project to achieve its development outcomes and provide tourism and socio-economic benefits. Asset ownership and maintenance is split across a number of government agencies and there is agreement amongst them, under the Implementation and Operation Framework, to work together to ensure the asset is well maintained and that benefits are sustained. As a high profile investment, the Activity attracted high level interest from both Samoa and New Zealand.

The Apia Waterfront Steering Committee (AWSC) established under this Activity continues to provide governance and oversight of ongoing and pipeline waterfront developments. The AWSC is well supported by the Technical Advisory Group with regard to technical aspects of waterfront developments. Moreover, the Apia Waterfront Unit actively promotes the Apia Waterfront Plan and its objectives, with an ongoing campaign to build public awareness and ownership of waterfront developments. The fact that these institutionalised mechanisms continue beyond the life of the Activity is testimony to its institutional impact.

While there are many lessons to be learned from this Activity, the end result has delivered on its objective and provided a valuable, public asset. Despite ongoing border closures due to COVID-19 and limited data to substantiate the tourism impact, qualitative data suggests that the long term benefits to the community and Samoan people are accruing as expected. The Activity also provided significant indirect benefits. In particular, the use of local labour and materials where appropriate, and emphasis on quality has built capacity in Samoa's construction sector. Lastly, the high level of public engagement with the enhanced waterfront is likely to lead to tangible long term health benefits, enhanced civic pride, and greater public interest in environmental quality.

7 Recommendations

1. Where construction work is delivered by contractors unfamiliar with Australia/New Zealand standards for construction completion and/or contracting arrangements, it is essential that shortfalls are identified as early as possible, and that site work is closely monitored by the Engineer to Contract.
2. Given the extent of Apia's waterfront relative to population size and the number of tourists able to access Apia (under normal circumstances), there is likely to be more investment in waterfront enhancements. Identifying the optimum level of investment should take into consideration (amongst other things): anticipated tourist arrivals and expenditure; the nature and extent of local engagement with the waterfront; and the implications of sea level rise and storm surge on the risk of downtown flooding. This will enable a more nuanced understanding of the nature of the social and economic benefits associated with the waterfront, and the associated business opportunities and impact on other aspects of the Apia urban area.
3. It is essential that arrangements are put into place for effective inspection and maintenance of installed assets, and that this function is adequately resourced.
4. The outputs along with short and medium-term outcomes in the Results Monitoring Framework are heavily weighted toward delivering quality infrastructure. However, complimentary support to GoS in event programming, encouragement of private sector investment and development of attractions would contribute toward realisation of the long-term outcomes, particularly increased tourism earnings.

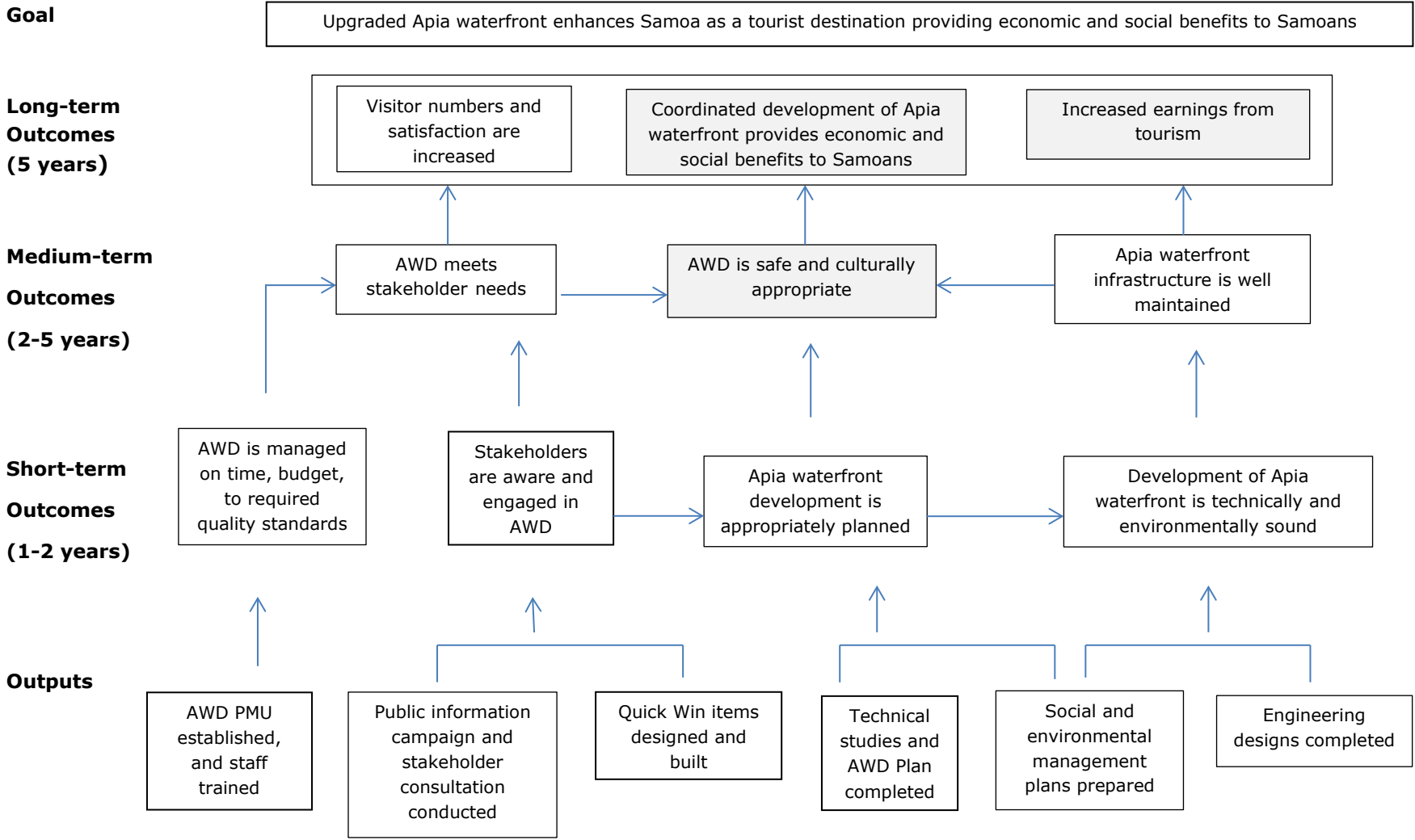
Appendix 1 – Primary Information Sources

- Activity Monitoring Assessment reports (NZ Aid internal document)
- Apia Waterfront Plan, <http://www.apiawaterfront.ws/>
- Apia Waterfront Communications and Engagement Plan (October 2018)
- Apia Waterfront monthly newsletters, Facebook posts
- Apia Waterfront Events Space and Clock Tower Boulevard Detailed Designs, Visualisations & information Pack
- Activity Design Document (NZ Aid internal document) – Samoa Tourism Support Programme (STSP), Samoa Tourism Growth Programme (STGP)
- Concept Notes (NZ Aid internal document) – Apia Waterfront Development Activity Concept Note (Concept phase and Pre-Concept phase)
- Programme Activity Authority and Business Case (NZ Aid internal documents)
- Construction Contract documents (MWTI-Zheng Construction)
- Engineering Services Contract documents (MFAT-Beca, MFAT-NIWA, MFAT-LGNZ, MFAT-TRC, Stantec)
- Grant Funding Arrangements (MFAT-MoF-MWTI 2017, MFAT-MoF-MNRE 2015)
- Media articles
- MWTI Assessment of the Contractor’s Final Claim (May 2020)
- PacificTA Local Government New Zealand Technical Assistance Facility – (May 2014)
- Photos from Post and Apia Waterfront Unit
- Preliminary Environmental Assessment Report (Beca International Consultants Ltd, 21 March 2014)
- Project completion and progress reports (MWTI, MNRE, Beca, LGNZ)
- Public survey (conducted via email by NZ High Commission staff in Apia)
- Samoa Development Strategy 2016/17-2019/20, <http://www.mof.gov.ws/Services/Economy/EconomicPlanning/tabid/5618/Default.aspx>
- Samoa Tourism Sector Plan 2014-2019, <http://pafpnet.spc.int/resources/684-samoa-tourism-sector-plan-2014-2019>
- Samoa Tourism Support Programme: Infrastructure Options Paper (2013)
- Samoa Tourism COVID Response and Recovery Plan (8 October 2015)

Appendix 2 – Stakeholder Interviews which informed this Evaluation

Organisation	Date
MFAT	20/11/20
Samoa Tourism Authority	17/11/20
Previous Apia Waterfront Coordinator, PUMA	20/11/20
LGNZ	9/11/20
Beca International	4/11/20
Zheng Construction	16/11/20
MFAT	13/10/20
Beca International	25/11/20
Samoa Chamber of Commerce	20/11/20
NZHC Apia	12/11/20
NZHC Apia	12/11/20
Samoa Ministry of Works, Transport and Infrastructure	16/11/20
AUT	6/11/20
Samoa Tourism Authority	17/11/20
OSM Consultants	6/11/20

Appendix 3 – AWDP Results Framework



From agreed Results Measurement Table in the Activity Design Document			Data	
Results	Indicators	Targets (planned)	Results (actual)	Variance explanation (incl. information sources)
Long term outcomes				
Visitor numbers and satisfaction are increased	x% increase in visitors to waterfront (e.g. %increase in room rates, % increase in bed nights, % increase in tourist spend)	<p>Baseline: IVS 2013 overall satisfaction 4.4/5</p> <p>Target: IVS 2018 overall satisfaction 4.8/5</p> <p>Baseline: holiday visitor spend 2013 WST\$296/day</p> <p>Target holiday visitor spend 2019 WST\$335/day</p>	<p><u>Visitor stats (calendar year):</u></p> <p>2015: 139,043 2016: 146,065 2017: 157,515 2018: 172,496 (pre-construction) 2019: 180,858 (post-construction, Pacific Games) 2020: 21,673 (Jan-Mar, COVID-19)</p> <p><u>IVS Jan-Dec 2018 results (pre-construction):</u></p> <p>54% of visitors (respondents) provided a ranking of 'Very satisfied (5) for Overall Satisfaction</p> <p>Average spend WST\$323/NZD\$180 per person per day (of this WST\$158/NZD\$88 stays in Samoa)</p> <p>Average spend WST\$2,649/NZD\$1,476 per person per trip (of this WST\$1,296/NZD\$722 stays in Samoa)</p> <p><u>IVS Jan-Dec 2019 results (post-construction):</u></p> <p>56% of visitors (respondents) provided a ranking of 'Very satisfied (5) for Overall Satisfaction</p> <p>Average spend SAT\$330/NZD\$187 per person per day (of this WST\$162/NZD\$92 stays in Samoa)</p> <p>Average spend SAT\$2,800/NZD\$1,588 per person per trip (of this WST\$1,377/NZD\$782 stays in Samoa)</p> <p><u>IVS Jan-Mar 2020 results including waterfront specific data (post-construction):</u></p>	<p>Source: Samoa Tourism Authority (STA) website http://www.samoatourism.org/articles/254/total-visitor-arrivals-by-countryyear</p> <p>Source: NZTRI website https://www.nztri.org.nz/5603353-ptdi-samoa</p>

From agreed Results Measurement Table in the Activity Design Document			Data	
Results	Indicators	Targets (planned)	Results (actual)	Variance explanation (incl. information sources)
			57% of visitors (respondents) provided a ranking of 'Very satisfied (5) for Overall Satisfaction Average spend WST\$323/NZD\$184 per person per day (of this WST\$169/NZD\$96 stays in Samoa) Average spend WST\$3,334/NZD\$1,894 per person per trip (of this WST\$1,741/NZD\$989 stays in Samoa) <i>Waterfront specific results</i> 78% (n=457) of a total of 507 respondents spent time on the Apia waterfront, of which 90% found it easy and safe to walk around especially at night Satisfaction with the waterfront was rated 3.9/4.0 for information provided, 3.5-4.0 for cleanliness, and 3.4/4.0 for the maintenance of waterfront facilities.	<i>Note.</i> Apia Waterfront questions were inserted into the IVS from January 2020.
Coordinated development of Apia waterfront provides economic and social benefits to Samoans	X% of reduced crime rate for Apia waterfront area X no. more lights installed on Apia waterfront (new) X no. more plants	Baseline data to be sourced Baseline data to be sourced Baseline data to be sourced	No data; Data to be collected No data; Data to be collected Completed ES/CTB resulted in a total no. of 6,264 plants being planted – grass, shrubs, native shade trees (<i>Asi Toa / Fetau</i>), national flower of Samoa, the Tequila (<i>Alpinia purpurata</i>)	Crime statistics not reported in Partner reporting. Ministry of Police.
Increased earnings from tourism	1% p.a. increase in Tourism direct gross value added	2013 Economic Impact Analysis report SAT 370M Target 2018 SAT 390M	<u>Tourism Earnings (by fiscal year)</u> 2015/2016: SAT 364m 2016/2017: SAT 384m 2017/2018: SAT 426m 2018/2019: SAT 494m 2019/2020: SAT 528m <u>Real GDP</u> 2015/2016: SAT 1,997m	Source: STGP reporting Source: Central Bank Samoa

From agreed Results Measurement Table in the Activity Design Document			Data	
Results	Indicators	Targets (planned)	Results (actual)	Variance explanation (incl. information sources)
			2016/2017: SAT 2,017m (+1.0%) 2017/2018: SAT 1,974m (-2.1%) 2018/2019: SAT 2,044m (+3.6%) 2019/2020: SAT 1,975m (-3.5%)	https://www.cbs.gov.ws/index.php/
Medium term outcomes				
AWD meets stakeholder needs	Final Plan approved	Final Plan approved	Plan finalised and launched December 2016.	
AWD is safe and culturally appropriate	Final Plan approved	Final Plan approved	Plan finalised and launched December 2016	
Apia waterfront infrastructure is well maintained	GoS budgets for maintenance Approved Implementation and Operations Framework (IOF)	Maintenance budgeted for in next GoS annual budget estimates FY 2020/2021	MoF/MWTI/MNRE FY2019/2020 budget includes maintenance SAT 250,000 for completed ES/CTB. Asset Management & Maintenance (AM&M) Plan yet to be developed (as part of implementation of AWD Phase 3) IOF finalised and approved 16 March 2016 during TAG meeting	
Short term outcomes				
AWD is managed on time, budget, to required quality standards	AWD master programme developed and monitored	Master programme developed and kept up-to-date	PMU completion report submitted Dec 2019 and assessed as adequate; MWTI completion report pending submission in June 2020.	
Stakeholders are aware and engaged in AWD	Robust and wide public and stakeholder consultations completed		Phase 1 and 2 consultations completed	
Apia waterfront development is appropriately planned	Final Plan approved		Plan finalised and launched December 2016	
Development of Apia waterfront is technically and environmentally sound	Coastal infrastructure study completed,		Completed	

From agreed Results Measurement Table in the Activity Design Document			Data	
Results	Indicators	Targets (planned)	Results (actual)	Variance explanation (incl. information sources)
	Water quality testing programme (ongoing) Prelim feasibility studies completed including PEAR		Completed, initially funded by MFAT; ongoing, funded by GOS PEAR completed and submitted to PUMA	
Outputs				
Phase 1: AWD plan	AWD PMU established, and staff trained		Completed	
	Public information campaign and stakeholder consultation conducted		Phase 1 consultations completed	
	Immediate development activities designed and built		Project briefs completed, endorsed by AWSC and approved by MFAT Malaefatu Playspace completed May 2015, rest areas designs completed Nov 2017, interpretive signage designed and installed Jun 2018	
	Technical studies completed		Water quality monitoring ongoing; prelim feasibility studies completed	
	AWD Plan finalised and launched		Plan finalised and launched Dec 2016	
Phase 2: AWD Design	Feasibility studies completed		Topographical survey and high level structure plan completed Sep-Oct 2017	
	Public information campaign and stakeholder consultation conducted		Phase 2 consultations completed	
	Social and environmental management plans prepared		PEAR submitted by Contractor (Zheng Construction)	
	Establishment of Cultural Advisory Group (CAG)		CAG established Sep 2017; ongoing inputs in terms of cultural advice. CAG disbanded once design stage was completed.	
	Engineering designs completed (incl cost schedules and technical specifications)	Designs submitted by 11 April 2018	Final designs submitted Dec 2017	

From agreed Results Measurement Table in the Activity Design Document			Data	
Results	Indicators	Targets (planned)	Results (actual)	Variance explanation (incl. information sources)
	Engineering designs approved	Designs approval by 11 April 2018	Final designs approved by SC/TAG Feb 2018	
Phase 3: AWD Implementation	Events Space redevelopment completed	Practical completion achieved 3 June 2019	Environmental impact assessment completed; Development consent and building permit obtained; Construction contracts signed; Construction works completed; Opening ceremony conducted 2 July 2019	Delays to construction timeframes due to weather, multiple redesigns, and defects to fix. Furthermore, the relocation of 2019 Independence Day celebrations to the new Parliament House alleviated pressure on construction timeframes, allowing much-needed time to ensure a high quality finish. There were delays in closing out the construction contracts due to Contractor disputes in its final claim (Claim 9). These have been resolved and the final claim settled.
	Clock Tower Boulevard construction completed	Practical completion achieved 1 July 2019	Environmental impact assessment completed; Development consent and building permit obtained; Construction contracts signed; Construction works completed; Opening ceremony conducted 2 July 2019	As above

Appendix 4 – Photographs



Figure 9. Night market stalls in the Events Space (July 2019)



Figure 10. Night market entertainment in the Events Space (July 2019)



Figure 11. Roll-in rubbish receptacles with Samoan motif and varnished wooden finish along both the Events Space and the Clock Tower Boulevard



Figure 12. Mature palm trees in tree grates with design and up lights along both the Events Space and the Clock Tower Boulevard



Figure 13. Outdoor seating with varnished wooden finish along both the Events Space and the Clock Tower Boulevard



Figure 14. Raised flower beds at entrance of Clock Tower Boulevard



Figure 15. Inbuilt seating with varnished wooden finish on the raised flower beds in the Clock Tower Boulevard



Figure 16. Reconfigured car park with plantings in the Events Space



Figure 17. Festival of lights held in the Events Space (December 2020)

Appendix 5 – Waterfront newsletter



Monthly Project Update

Apia Waterfront Project
MARCH - APRIL 2019, Issue 4

An attractive waterfront for a unique Samoan Experience

Project Site



Dear readers,
Soon all Samoans will enjoy the magnificence and splendour of the new Apia Waterfront. With almost 87% completion, the project is getting ready for a big launch. This issue acknowledges the men and women behind the scenes of this project.

Construction Progress

All site demolition works including clearance of vegetation, trees, rubbish and debris has been completed for both ESP1 and ESP2. The demolition of concrete pavement (asphalt) and concrete kerbs and channel for ESP2 are also complete as well as drainage areas.



Sealing works of the Event Space 2 in progress



Chinese and Samoans working hand by hand in the garden areas

PROGRESS % COMPLETED

Event Space Stage 1	95%
Event Space Stage 2	88%
Clock Tower Boulevard	81%
Temporary Car Park	100%

Majority of pavement and surfacing for ESP1 and 2 are complete and landscaping works are now well underway. The levelling and finalisation of the lawn and other plants are ongoing, and the stone wall is near completion.

For the plaques, foundation preparation work is in progress and electrical cables and lighting are largely complete. The only remaining lights awaiting arrival in Apia are bollard lights.

The delivery of street furniture is delayed until mid June due to source materials issues but the pillar box located in front of the Mothers monument is being relocated and is now nearly complete.

[aplawaterfrontdevelopmentproject](https://www.facebook.com/aplawaterfrontdevelopmentproject)



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Monthly Project Update

Apia Waterfront Project
MARCH - APRIL 2019, Issue 4

An attractive waterfront for a unique Samoan Experience

Clock Tower Area



The Clock Tower Boulevard (CTB) is still working on the drainage, catch pits, V-drains and ACO drains, and construction of heavy-duty footpath is in progress and the remaining areas include the pavers and island seatings on the southern end of CTB.

Landscaping works of planting trees and shrubs still continue and the turf inside the retaining wall seating is in progress. The foundation of cultural markers is in progress and the shelter design has been redesigned to match the new stormwater pipe location.

Finally, all electrical connection works are complete except connection to the new transformer. There have only been 2 rain days in April 2019 bringing the total of rain days to date up to 27.

Friendship park update

Construction of the volleyball courts for the Pacific Games is on schedule. Completed laying gutter for the volleyball courts with tree transplanting about 20% completed. Installed drainage pipe with 60% complete. Shanghai Construction Group has also completed installing two on-site temporary offices. Overall progress for the Friendship Park is 10.25%.



Sagauga Lellani Galuvao

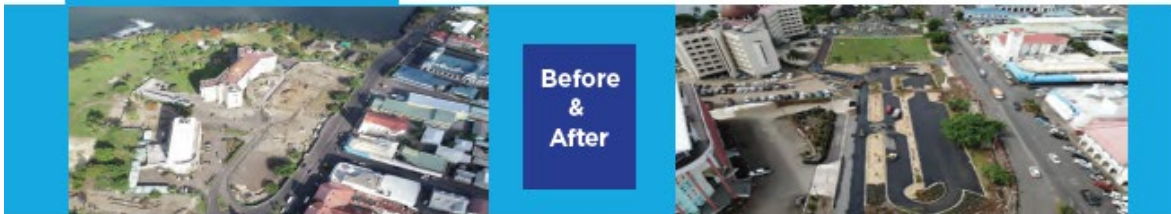


ACEO for Land Transport Division, she is at the driver's seat for the Event Space and Clock Tower Boulevard project representing the Implement Agency (Ministry of Works, Transports and Infrastructure), managing the construction contract for the two project areas. She brings to the project years of management experience and great networking skills.

Papalii Helen Lei Sam



Project Manager for Zheng Construction Company and engineer by profession, Helen was the Principal Planning and Design Engineer for Samoa Waterfront Authority for four years. "It has been a challenging but most welcome and rewarding experience and I thank God for the opportunity to work in my current position in the Waterfront Project, together with my team and all the many parties involved to transform this dream into a beautiful reality".



Before
&
After