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MALOAFUA

STRUCTURAL ADJUSTMENT PROGRAMMES: THE CASE OF SAMOA

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Translation of thesis title

The thesis is entitled *Maloafua* which is a Samoan concept which has several meanings depending on the context. *Maloafua* can mean new growth, a new beginning, a new dawn. *Maloafua* is made up of the two key words *Malo* and *afua*. *Malo* means governance or government in its formal usage; however it can also be used to greet people informally or to congratulate a person. The second word *afua* describes a 'state of governance'. *Afua* literally means 'to grow' or refers to new growth, a change, a new phase or a new beginning. The concept is used by orators in their speeches to express their feelings of gratitude towards an important event that has eventuated, despite predicted difficulties. The full saying in Samoan is, '*Maloafua aeaie ia mea ua maua*'¹ which means, that after achieving what one has worked hard towards, one can now celebrate its fruits, or achievements.

The word *Maloafua* is also used in the village of *Saoluafata* as the *igoa-a-ipu* or title for the High Chief, *Tuala*, used during the Kava Ceremony. It is called before *Tuala* receives his kava during the Kava Ceremony in the village of *Saoluafata*. My husband holds both the chiefly title *Tuala* and the paramount title *Tagaloa* in the *Anoamaa* district. Choosing *Maloafua* as the title for the thesis is one way of acknowledging *Tagaloa Tuala's* support in my work. It is also appropriate as it indicates new changes in the government agenda. The thesis is a study of one aspect of the reforms, privatisation, which resulted in a change of governance in one Government department but which has broader implications for the present Government. It has resulted in the creation of a new phase, a new structure and a new beginning.

¹ I acknowledge the explanations given by Chief Feaga'ifu'e Leumu Elisara on the meaning of this Samoan saying. Feaga'ifu'e Leumu Elisara is an authority on *Saoluafata* village protocols and the oldest surviving *Matai* in the village. At the time of this work he was 84 years old.

ABSTRACT

Structural adjustment programmes have been promoted globally by international financial institutions as an answer to the financial problems of developing countries like Samoa. This thesis is a study of the history of structural adjustment programmes in the Independent State of Samoa, and focuses specifically on a case study of one particular programme: the restructuring and privatisation of the former Public Works Department (PWD). It seeks to compare the claims made for the reform process by development economists, development consultants and planners, politicians and reform managers, with the experiences of those who were involved in various roles in a particular type of reform: the privatisation of a Government utility.

The PWD was chosen by the Samoan Government to kick-start its institutional reform programme. The Department had, over the years, suffered from poor management, corrupt practices, overspending and unaccounted funds which were all revealed in an Auditor General's Report tabled in Parliament in Samoa in 1994. This caused great embarrassment to the Government which had then to respond to these accusations. Government saw the reform of the PWD as a means to respond to public criticism of its lack of oversight, and discontent with the standard of the department's services in public works, institutional construction, repair and maintenance programmes.

The study used a case study methodology to interview the people that were involved in the privatisation of the old Public Works Department (PWD). Various people who were, and are still, involved in the process of reforming Government institutions were interviewed. These included the politicians who both advocated and opposed the implementation of the reforms, the consultants who managed them for the Government and international agencies, and employees at all levels of the former Public Works Department. It explored PWD employees' personal and institutional experiences of the period before, during and since the reform of the agency.

Despite the propaganda on the benefits that reform programmes have for the countries that implement them, the study has revealed different findings. It identifies and examines some important differences between the claims made by various stakeholders about the reforms, and the experiences of those who were directly involved in various ways. It has shown that people in different positions have different experiences of the same programmes, and that their experiences are significantly influenced by their social location and, specifically, whether they are “insiders” or “outsiders.”

It concludes by suggesting that since the structural reform project is likely to continue in Samoa for the foreseeable future, it is useful to identify those lessons from the PWD privatisation which might be applied to future projects to mitigate their social and organisational impact.

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Abbreviations and Acronyms

ADB	Asian Development Bank
CDF	Comprehensive Development Framework
CRP	Comprehensive Reform Programme
EAP	East Asia and the Pacific region
EPC	Electric Power Corporation
EU	European Union
FAO	Food and Agriculture Organisation of the United Nations
GATT	General Agreement on Tariffs and Trade
GDP	Gross Domestic Product
GNI	Gross National Income
HRPP	Human Rights Protection Party
IFI	International Financial Institution
IMF	International Monetary Fund
LMIs	Lower middle incomes
MDGs	Millennium Development Goals
MESC	Ministry of Education, Sports and Culture
NUS	National University of Samoa
ODA	Overseas development aid
OED	Operations evaluation department
PIRAM	Public Works Institutional Reform and Asset Management project
PMCs	Pacific member countries
PSC	Public Service Commission
PSRP	Policy and Structured Reform Programme
PWD	Public Works Department
RAMSI	Regional Assistance Mission to the Solomon Islands
SAC	Structural Adjustment Credit Programmes
SAP	Structural Adjustment Programme
SAPRIN	Structural Adjustment Participatory Review International network
SDUP	Samoa Democratic United Party
SES	Strategic Economic Statement
SNDP	Samoa National Democratic party
SOE	State owned enterprise
SWEL	Samoa Works Engineering Limited
UNDP	United Nations Development Programme
UNESCO	United Nations Educational Scientific and Cultural Organisation
WB	World Bank
WTO	World Trade Organisation