# CLOSED STACKS

## SHARE PRICING, PERFORMANCE AND CONSUMER WELFARE IN MALAYSIAN PRIVATIZATION

by

GOH SIOK LAY WINNIE

A dissertation submitted to the

Faculty of Economics and Administration University of Malaya Kuala Lumpur

in partial fulfilment for the degree of Master of Economics

April 1995

A506440971

OK

IN THE MEMORY OF MY MOTHER, WITHOUT WHOM I WOULD NOT BE WHERE I AM TODAY

DEDICATED

TO

MY LOVING HUSBAND, ROBERT

#### ABSTRACT

Since the 1980s, developing countries, irrelading Malaysia, have embraced privatization as the central plank of policy reform. In Malaysia, advocates of privatization have claimed that there has been tremendous success in its privatization policy. In its aggressive pursuit of the policy, there are a number of issues which have been overlooked.

The first part of this study analyses the existence and extent of underpricing of the initial public offerings (IPOs) of privatized enterprises. It goes further to examine whether the government has deliberately underpriced its IPOs to achieve wider share ownership.

The finding supports the existence and extent of underpricing which results in revenue forgone, but there is no conclusive evidence to show that the government has deliberately underpriced its IPOs. Also, the politically popular objective of wider share ownership could not be sustained as there is evidence of widespread "stagging".

The second part of this study looks at whether improved efficiency and increased productivity can be attributed solely to privatization per se i.e. the "property rights" argument.

The finding shows that improvements in performance cannot be solely ascribed to privatization per se but a host of exogenous factors which are of equal importance.

The final part of this study refutes the claims that privatization will enhance consumer welfare. In most cases reviewed, privatization has not been accompanied by increased competition; instead user costs have risen significantly resulting in net consumer welfare losses.

In Malaysia, privatization policy has yielded mixed results. There is still a long way to go before proponents of privatization policy can justify its acclaimed benefits.

#### ACKNOWLEDGEMENTS

I wish to express my sincere gratitude to my Supervisor, Professor Jomo K.S. for his patience and understanding during the course of the research.

As the research was done while working full time, it was not easy for me to match the high standards he has set for his students. His guidance, constructive comments and helpful suggestions for improving the overall quality of the work have been invaluable.

Grateful appreciation is extended to Mr. Foo Ah Hiang of the Faculty of Economics Record Room and Ms. Loo Hooi Kean of the Faculty of Economics Library, for being so generous in assisting me and lightening my burden considerably. A special word of thanks to Dr. Terence Gomez for his counsel and ideas.

I am also greatly indebted to Tan Siew Hooi for her advice in the statistical aspects of this study, and to Norma Abd. Hamid who typed this dissertation with great care.

To my friends and colleagues in Metropolitan College especially Ting Mun See and Stephane Ting, and to those who have helped me in one way or another, I wish to say "Thank you".

Last, but not least, to my loving husband for his patience, encouragement and support during all these years.

While the invaluable assistance of the above persons is acknowledged, I alone am accountable for any errors or misinterpretations that remain.

## TABLE OF CONTENTS

				PAGE
ABSTR	ACT			iv
ACKNO	WLE	DGEM	ENTS	vi
LIST	OF	TABL	ES	x
LIST	OF	FIGU	res	xii
			•	
CHAPT	ER			
1	I	NTRO	DUCTION	1
	1	. 1	Definition	1
	1	.2	Performance of Public Enterprises (PEs)/ State-owned Enterprises (SOEs)	2
			1.2.1 Performance of Public Enterprises (PEs)/State-owned Enterprises (SOEs) in Malaysia	4
	1	3	Privatization in International Perspective	7
	1	4	Privatization in Malaysia	11
	1	.,5	Objectives of Study	22
	1	6	Research Methodology	23
2	5	HARE	PRICING	25
	2	2.1	Privatization and the Capital Market	25
	2	2.2	Underpricing of Initial Public Offerings (IPOs)	26
			2.2.1 Reasons for Underpricing	27
1000	2	2.3	Underpricing of Privatized Entities in Malaysia	29

CHAPTER			PAGE		
		2.3.1 Data and Methodology	32		
		2.3.2 Results and Interpretations	43		
	2.4	Different Methods of Valuing New Issues	43		
	2.5	Analysing New Issues Using NTA and P/E Ratio Methods	47		
3	OWNE	RSHIP AND PERFORMANCE	62		
	3.1	Privatization, Ownership and Performance	62		
	3.2	Privatization in Port Kelang	65		
	3.3	Performance	69		
	3.4	Regulation and Competition	78		
	3.5	Government Influence Over Privatized Enterprises	84		
4	CONS	UMER WELFARE	86		
	4.1	Efficiency Considerations	86		
	4.2	Equity Considerations	87		
	4.3	Postal Services	90		
	4.4	Toll-charges for Highways Use	98		
	4.5	Passenger Railway Services	103		
	4.6	Telecommunications and Electricity Supply	105		
	4.7	Conclusion	107		
5	CONC	THETON			
J	5.1	LUSION	•		
	4. 3. 3.4.	Summary			
Annend		Policy Implications and Recommendations			
Appendices					
Bibliography					
- ix -					

### LIST OF TABLES

TABLE		PAGE
1.1	Performance of Government Companies	6
1.2	Number of Privatized Projects as of August 1993	16
1.3	Proceeds from Sale of Equity	17
2.1	Average Adjusted Market Returns of the IPOs of Privatized Companies	35
2.2	Average Adjusted Market Returns of the IPOs of Private Companies	36
2.3	Statistical Results of Adjusted Initial Returns of Privatized Companies	37
2.4	Statistical Results of Adjusted Initial Returns of Private Companies	39
2.5	Post-Privatization Share Performance in Terms of Gross Earning Multiples	50
2.6	Range of P/E Ratios by Sector and Industry (1993)	52
2.7	Post-Privatization Share Performance in Terms of Adjusted Price/Earnings Ratio Over a Period of Five Years	54
2.8	Estimated Forgone Revenue and Initial Premia on the First Day of Secondary Trading	59
2.9	Substantial Shareholders of Privatized Companies	60
3.1	Performance of Container Terminal in Port Kelang (1984 to 1993)	71
3.2	Kelang Container Terminal Distributional Impact Statement	75
3.3	Relationship Between Growth of Output to GNP, Exports and Imports Before and After Divestiture	77

TABLE		PAGE
4.1	Comparison of Malaysia's Domestic Postage Rates With Those of Singapore, Thailand, Indonesia, Japan and India as at 1 May 1991	92
		02
4.2	Postage Rates by Destination for Letters	94
4.3	Postage Rates by Destination for Small Parcels	94
4.4	Late Delivery of Mail in the Klang Valley	96
4.5	Johor Bahru to Bukit Kayu Hitam (800Km) Passenger Car Toll Rates	101
4.6	Toll Rates (Passenger Car) for Selected Countries	102
4.7	Railway Passenger Fare Increases	104

Ti

## LIST OF FIGURES

FIGURE		PAGE
2.1	Average Adjusted Initial Returns of Private and Privatized Entities	42
3.1	Container Throughput (in TEUs), 1973 to 1993	71a
3.2	Employee Cost Per TEU	71b
3.3	Number of Vessels Calling at the Port (1984 to 1993)	71e