## 1991 FINANCIAL CRISIS: THE WOUNDS ARE YET TO HEAL

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#### Introduction

The 1991 Indian Financial Crisis represented a turning point in the history of the Indian economy. By the middle of 1991, India's foreign exchange reserves had fallen to critical levels, which could barely fund two weeks of vital imports. The prospect of default on international obligations was real, and India was about to be insolvent for the first time since independence. The crisis was not a freak accident but the end of a long chain of inconsistencies, growing fiscal imbalances, dependence on external borrowing, and structural deficiencies over the last decade. The government spending over the 1980s was high, financed partly through the accumulation of domestic and external debt, while India's exports, constrained by an inward-looking industrial policy, continued to perform poorly. The outbreak of the Gulf War in 1990 exposed the weak structure of the economy by increasing oil prices and diminishing remittances from Indian workers in the Middle East.

The 1991 crisis not only shook India's economic foundations but also gave radical reformers the opportunity to reshuffle India's economy in ways which ultimately changed its course forever. The reform from a heavily controlled economy to a liberalized market economy took on speed.



#### Rationale of the Study

The basis for this project is that the 1991 Financial Crisis was not only a pivotal moment in India's economic history, but an inflection point that changed India's policy agenda, institutions, and conditions for business.

Understanding a crisis such as this has very important lessons related to crisis management, structural reform, and the trade-offs range between economic efficiency and social equity. Choice of Organizations The Government of India is chosen as it is the chief architect of both the fiscal irresponsibility that led to the crisis and the eventual reforms.

The Reserve Bank of India (RBI) was at the heart of the crisis given its responsibilities and management of foreign exchange reserves and the subsequent emergency measures (gold pledging, adjusting the exchange rate, etc.) it put in place.

Public Sector Undertakings (PSUs) represent the inefficiencies and fiscal liabilities of the economy pre-reforms and they are the organisations that were directly impacted by the restructuring and disinvestment process (initiated due to the crisis).

The International Monetary Fund (IMF) is a component of this project in that it represents external intervention which both stabilized the crisis and imposed conditionalities on India which led to the reform agenda. As such, these organizations each represent the weaknesses of domestic actors combined with the international pressures that shaped the crisis.

**Choice of Sources-** The use of secondary sources specifically from Economic Surveys, RBI reports, IMF/World Bank papers, and university critiques is acceptable, as they provide not only examples of primary policy documents, but they provide academic critique, balanced analysis.

#### Relevance of Approach-

Through documentary and content analysis, the study captures both factual aspects (decisions, roles that institutions play) and interpretive aspects (discussions on costs, inclusivity, or long-term costs). The comparative approach of looking at both the pre-1991 and post-1991 policy reforms, along with the presence of pro-reform voices and critical voices will ensure that there is no onesided direction of findings. Broader Importance The crisis remains relevant today because questions with respect to fiscal responsibility, PSU efficiency, IMF influence, or social

equity continue to influence India's economic policy. Examining whether the "scars" of the events surrounding the 1991 economic crisis have healed is an opportunity to understand whether India is in a better position to respond to future global shocks.

#### **Statement of Problem**

The central question being examined is whether the Indian economy has fully recovered from the structural wounds revealed by the financial crisis of 1991. While statistics regarding GDP growth, foreign reserves, and technological advancement provide a rosy picture of a brighter future, other continuing problems - income inequality, unemployment, poor infrastructure, and indebtedness to foreign capital - suggest that these reforms may not have fully healed the hidden wounds. This project investigates if the reforms are structurally effective in the long term and if India's economic model is able to withstand future crises.

Some relevant questions include:

- Have the economic vulnerabilities from 1991 been structurally repaired?
- What are the social and economic costs of the liberalized policies?
- Has the recovery been experienced by all sections of society?

The study will look at the key institutions and sectors active in the lead-up to, during, and after the crisis.

- 1.**The Government of India,** both the Ministry of Finance with its key role in providing the policy environment and managing the crisis.
- 2. Reserve Bank of India (RBI), as the monetary authority and coordinating agency for the crisis management institutions.
- 3. Public Sector Undertakings (PSUs), e.g., Air India, LIC, Indian Railways, which had been part of privatization and reform programs.
- 4.International Monetary Fund (IMF), and World Bank, two institutions whose programs and financial assistance had implications for the shape of policy in relation to India's rescheduling policies.



Source: TIMES OF INDIA, 1991

In brief the question is –

"What were the effects of fiscal indiscipline, PSU inefficiency, and poor external management in push India into a financial crisis in 1991; how did IMF-required reforms help to stabilize; and to what extent have vulnerabilities been fixed, costs paid, and recovery shared in society?"

#### **Objectives of the Project**

1.To evaluate the roles of the government, Reserve Bank of India (RBI), Public Sector Undertakings (PSUs), and the International Monetary Fund (IMF) in producing and in addressing crisis- The focus will be on uncovering the ways these various institutions simultaneously played roles on the side of both the problem and the solution. The fiscal extravagance and subsidy heavy expenditures by the Government of India contributed significantly to the crisis, while the RBI was hamstrung in its monetary policy response options because of depleted reserves. The PSUs, the organization the government created to represent authority and efficiency, continued to extract government resources even as they became symbols of inefficiency and failure. The IMF was an important external player who contributed money in an emergency and added conditionalities to those loans, which made the liberalization reforms possible. Understanding these actors will enable you to get a complete institutional picture of the origins of the crisis as well as the progress of recovery.

#### 2. To identify the fiscal, external and structural causes of the 1991 financial crisis-The crisis

itself was not a mere instantaneous occurrence that happened as a result of short term shocks but was brought on by a convergence of years of fiscal deficit, inefficient industrial policies and external dependence.

- **3.To analyze whether the vulnerabilities of 1991 have been structurally addressed in the postreform regime-** This objective addresses whether the fiscal deficit, inefficiency of PSUs, and vulnerability to external factors have been addressed or whether they take on a different shape. For example, the improvement in forex was faster after reforms than could be imagined, however, fiscal deficits and PSU inefficiency persist. Knowing whether there are these vulnerabilities allow for a fuller understanding of the long run impact of reforms, and how far India has insulated itself from making the mistakes of 1991.
- 4. To consider the social and economic costs of liberalization- This includes assessing income and wealth inequality, employment impacts, reduction in subsidies to farmers and low-income groups, and their spiraling situation through lowered redundancy. Liberalization might have important social costs. While liberalization produced relatively strong growth and stabilised the economy, the economic benefits came at the cost of job losses in PSUs, reduced subsidies that hurt farmers and low-income groups and a widening urban-rural gap. This objective accepts that reforms cannot be judged solely on economic stabilisation, and we must weigh the social costs. 3. Finally, to evaluate whether the dividends of recovery after 1991 were universally experienced or restricted to particular groups. The final objective considers inclusiveness. There is quite a lot of evidence that the growth after 1991 was not evenly distributed, and, in fact, it has benefitted urban middle-class households, corporates and skilled professionals way more than informal workers and rural households in relative terms.

#### **Scope of the Study**

The scope of this study focuses on the 1991 Financial Crisis in India and the policies that alters India's economic and institutional structure in response to the crisis. The study looks at the time that covers 1980 - 2000, which includes the decade prior to the financial crisis, the year when the crisis occurred and the reform years immediately following. This time applies to both, the causes of the financial crisis that occurred in the first instance and the initial impact of liberalization on India's response to the crisis. The institutional scope is limited to four fundamental actors: Government of India - accountable for fiscal management and policy decisions that lead up to, and in response to, the financial crisis.

Reserve Bank of India (RBI) - as the central bank, engaged in managing foreign reserves, exchange rate and monetary stability both leading up to the financial crisis and in part responding to it.

**Public Sector Undertakings (PSU)** - large state-managed companies that represented the inefficiencies in the pre-reform economy and were affected by restructuring and divestment.

**International Monetary Fund (IMF)** - the overseas body that reprimands India with emergency funds and conditions for which India's reform agenda was made and the impetus to response to the financial crisis.

In addition the study is guided by three questions:

Have the vulnerabilities of 1991 been structurally repaired?

What were the social and economic costs of liberalization?

Has the recovery been inclusive for all sections of the society<sup>1</sup>

#### Research Methodology

The research will be exploratory and analytical; it will take a mixed-methods approach and utilize qualitative and quantitative techniques. It will address macroeconomic data analysis plus supplementary data from expert interviews, and a small perception-based survey.

#### 1. Nature and Source of Data:

This research employs exclusively secondary sources of data using the following sources.

- **Government Sources** The Ministry of Finance's Economic Surveys (1990–95), Union Budgets, Planning Commission reports.
- Institutional Sources The Reserve Bank of India's Working Papers, World Bank Structural Adjustment reports (1993), IMF Staff Papers (1992).

<sup>1</sup> What Caused the 1991 Currency Crisis in India? By VALERIE CERRA and SWETA CHAMAN SAXENA

• Academic publications or books – Das' India Unbound, Srinivasan's Reforming the Indian Economy, Raghuram Rajan, and scholarly journal articles such as Economic and Political Weekly (EPW) and Journal of Economic Perspectives (JEP).

Contemporary analyses- India Development Review (IDR), Oxfam inequality reports and independent think tank publications. This mixture of sources provides both historical account and evaluation of the current legacy of the crisis.

#### 2. Sample and Sampling Technique:

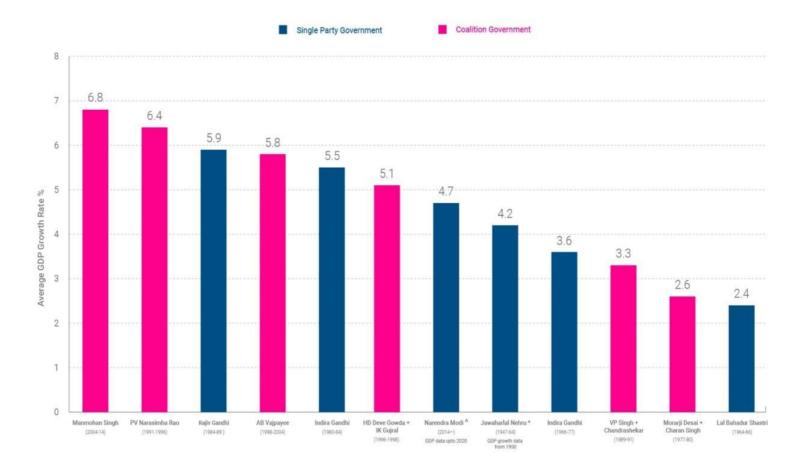
The "sample" referred to in this study incorporates key macroeconomic indicators as well as the institutional actors which were relevant to the crisis.

**Time frame Sample**: 1980-2000 (the decade leading up to the crisis; the crisis year 1991; the post-reform recovery)

**Indicators Selected** (Purposive Sampling):

- •Fiscal deficit (as % of GDP)
- •Current account deficit
- •Foreign exchange reserves
- •Inflation (WPI/CPI)
- •Industrial growth rates
- •FDI inflows
- •Poverty ratios and Gini coefficient (inequality)
- •PSU performance indicators (losses/ profits, disinvestment receipts)

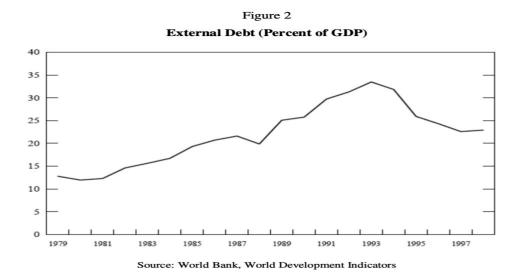
Purposive sampling has been used here because these indicators are relevant to the problem statement and objectives of the project.



#### 3. Data Collection Tools and Techniques

- 1. Documentary Analysis: Systematic reviews of reports, working papers and books that provide qualitative and quantitative data.
- 2. Content Analysis: Academic articles and policy reviews (IMF, RBI, EPW) that are providing word counts of themes on vulnerabilities, costs and inclusivity.
- 3. Comparative Historical analysis: The data pre and post-1991 is useful to compare structural repairs made, continuity of vulnerabilities, and inclusivity in growth. (If somehow primary research was to be included here, a questionnaire could be developed and administered to policymakers, economists, and PSU's officials regarding their perception of the legacy of the crisis. Nevertheless, the project restricts itself to secondary data.)

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#### 6. Data Management and Analysis

Data collected will be compiled and examined using:

**Trend Analysis:** Fiscal deficit and forex reserves (1980–2000) for tracing buildup, crisis and post-crisis recovery. Trends for inflation, to assess macroeconomic stability.

**Comparative Analysis:** Trajectories for growth, trade and PSU experience pre-crisis (1980s) vs post-crisis (1990s). Poverty and inequality pre and post-reforms.

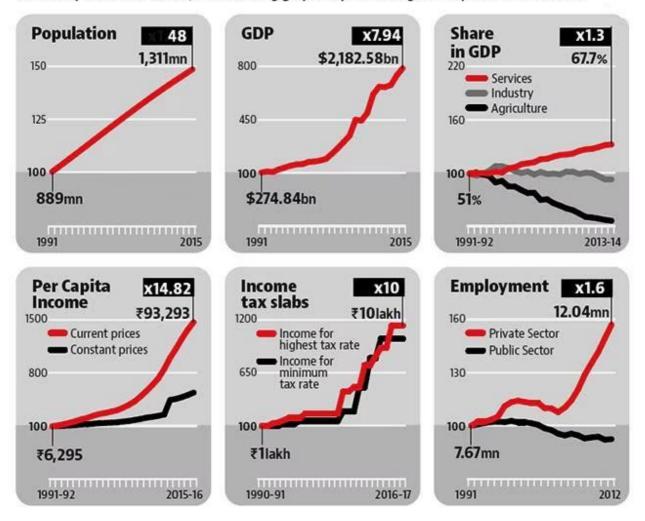
**Correlation Analysis:** Fiscal deficit compared to current account deficit. Interest rates compared to private investment. Income-growth compared to inequality indicators (poverty ratios, Gini index, etc.).

Qualitative Thematic Analysis: Themes as found in the literature (for example, "vulnerabilities repaired," "social costs," "uneven recovery") will be plotted against the evidence.

**Relevance:** Each of these approaches directly responds to the project's guiding questions: Whether vulnerabilities were repaired structurally (trend analysis of fiscal deficits and forex reserves). What the costs of liberalization were (qualitative review of reports from IMF and World Bank, PSU downsizing data). Whether recovery was inclusive (comparative analysis of poverty, inequality, and recovery patterns in regions).

### THE CHANGE FILE

Uniformly set at 100 at 1991, the following graphs capture changes in key economic markers

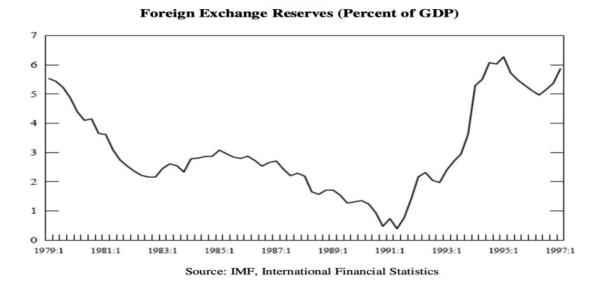


#### 7. Methodological Limitations

**Reliance on secondary data:** No new primary data has been developed in the field. Limited time span: Focus is on the years 1980-2000 only and does not account for further vulnerabilities (e.g., 2008 crisis, COVID-19).

**Interpretive bias**: Significant literature may reflect ideology (eg. pro-liberalization bias vs. critical).

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#### **Research Design**

The research is qualitative, descriptive, and analytical. It is qualitative because it will involve interpretation of institutional roles (Government, RBI, PSUs, IMF) and their associated outcomes of the reforms. It is descriptive because it will report events before, during, and after the 1991 crisis. It is analytical, making judgments if the reforms repaired vulnerabilities and what the social and economic cost of these vulnerabilities had been or if recovery was inclusive (Das, 2002; Srinivasan, 2000).

#### Nature of the Data/Information to be Collected and its Source

The study relies on secondary data sources, including:

Government Reports: Economic Surveys (1990–95), Union Budgets, Planning Commission reports.

Institutional Reports: the IMF's Staff Report for the 1991 Stand-By Arrangement, World Bank's India: Structural Adjustment Program (1993), Reserve Bank of India's Report on Currency and Finance (1991-92).

Intellectual/Academic Literature: Das (2002), Srinivasan (2000), Rajan (2008).

Peer-reviewed journals: Economic and Political Weekly (EPW), Journal of Economic Perspectives (JEP), India Development Review (IDR).

This will lead to some degree of factual accuracy (in terms of the reports) engaged with critical appraisal (of the articles we may refer to).

#### Sample and Sampling Technique: Rationalization of Selected Organization and Sample

#### Sample:

Organizations: Government of India, RBI, PSUs, IMF Documents: Economic Surveys, IMF/World Bank reports<sup>2</sup>, RBI working papers, academic literature.

Sampling Technique: Purposive sampling was undertaken and was narrowly focused on organizations and documents that are directly associated with the 1991 crisis.

Rationale: These organizations reflect both local causes (fiscal mismanagement, inefficiencies in PSUs) and external forces (IMF interventionism, global economic shift).

The documents not only provide original renditions of the policies but were often unvarnished critiques that were critical to providing point of view of anything like an even-handed analysis of the issue.

Table 3: Results from Cointegrating Equation 1/2/

VARIABLE	MODEL 1	MODEL 2	MODEL 3	MODEL 4	MODEL 5	MODEL 6	MODEL 7
LGCONGDP	-3.586 ***	-4.859 ***	-2.895 ***	-4.842 **	-4.641 ***	-6.011 **	-6.423 ***
LTOT	0.771 ***						2.291 ***
LOPEN	-0.174						-0.967 ***
TECHPRO	3.909 ***	6.167 ***	6.378 ***	3.183 **	4.119 ***	5.703 ***	-1.475
CAPCONTROL	16.180 ***	41.084 ***	21.754 ***	108.910 ***	95.502 ***	56.969 **	
LINVGDP	-3.859 ***	-6.259 ***	-5.482 ***	-5.112 ***	-5.739 ***	-6.816 ***	
Exogenous Variables: 3/							
EXCREDIT(-3)			-0.193				
GBALHPM(-3)			0.297	0.187			
DPOLCONF(-3)				0.003 *	0.003 **		
CURRENTACC(-4)				0.00002 ***	0.00002 ***	0.00002 ***	0.00002 ***

t/ The models differ in terms of long run and short run variables that are included in each.

2/ Asterisks \*\*\*, \*\*, \* denote significance of the variable at 1, 5 and 10 percent level of significance, respectively.

3/ These variables are included in the short run part of the error correction models

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<sup>&</sup>lt;sup>2</sup> IMF Working Paper European Department-What Caused the 1991 Currency Crisis in India?

#### Tools and Techniques to be used for data collection

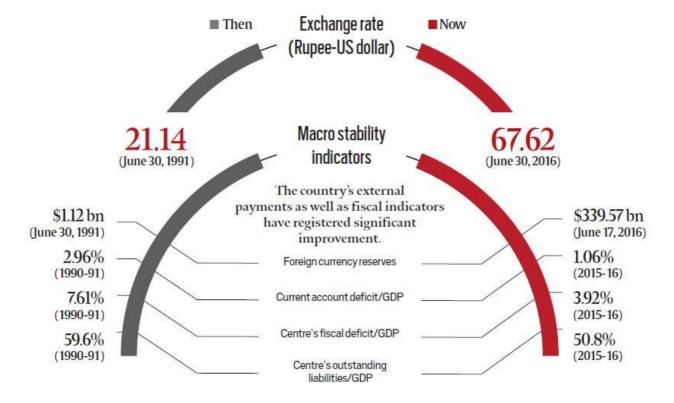
Documentary Analysis: To review government reports, IMF agreements, RBI reports. Content

Analysis: To locate themes that reflect repeatedly in academic literature (e.g. "repair of vulnerabilities," "costs of reforms," "inclusivity").

Comparative Review: To compare views (e.g. IMF's stabilization view, EPW's view).

Graphical and Pie Chart Analysis by drawing a graph.

# What has Changed in India's Economy since 1991



#### Method(s) to Be Used for Data Collection

- Archival Research: IMF, World Bank, RBI repositories.
- Government Portals: Ministry of Finance, for surveys and budgets.

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• Databases: JSTOR, EPW archives, IDR, and university library collections.

These methods allowed for access to both primary policy documents and key secondary analysis.

#### **Data Analysis and Findings**

Data was analyzed in the following manner

**Trend Analysis:** Fiscal deficit and forex reserves (1980–2000) for tracing buildup, crisis and post-crisis recovery. Trends for inflation, to assess macroeconomic stability.

**Comparative Analysis:** Trajectories for growth, trade and PSU experience pre-crisis (1980s) vs post-crisis (1990s). Poverty and inequality pre and post-reforms.

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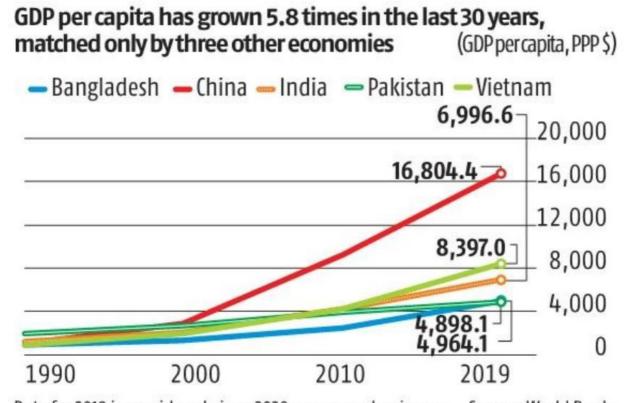
India Development Review (IDR): Most contemporary analyses of the 1991 legacy (2017 and 2021) have emphasized that while India has witnessed rapid and sustained growth, economic inequality has worsened. Oxfam's report (cited in IDR) from 2020 indicated that the wealthiest 10% of Indians own more than 77% of the national wealth, and this has accelerated after liberalization designed and implemented by the state. IDR commentators assess this as the culmination of the longstanding dual economy theme found in historical economic discourse; after 1991 we now have corporate – globally-oriented segments of the economy – and informal

and agricultural segments that have increasingly struggled (McKinsey and Company through 2021) The review of literature and institutional reports produces significant findings:

#### 1. Vulnerabilities

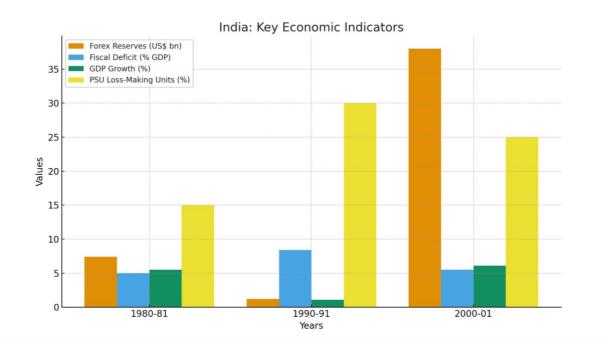
External Sector: By mid-1991, India was down to about \$1.2 billion in foreign exchange reserves, which was enough to cover less than two weeks' worth of imports. Strenuous measures like pledging 67 tonnes of gold were needed to maintain liquidity at that stage (IMF, 1992; RBI, 1993). Although the external vulnerabilities were structurally fixed when the rupee was devaluated and trade was liberalized at the end of the crisis, by 2000, India's reserves exceeded \$38 billion - verifying the restored confidence.

**Fiscal Deficit:** The fiscal deficit was recorded at 8.4% of GDP in 1990-91 primarily due to subsidies and losses over the productivity of PSUs. Even post-reforms, fiscal imbalance was an ongoing worry. This means that while we achieved external stability, fiscal vulnerabilities were ongoing.



Data for 2019 is considered given 2020 was a pandemic year Source: World Bank

**PSU Incompetence:** The majority of PSUs were losing money. In the early 90s, almost 30%, of central PSUs were loss-making, serving to undermine Government finances. Limited disinvestment and lack of autonomy contributed to a sloppy and deplorable reform process.



#### 2. Social and Economic Costs

Job Loss: Job losses were a significant social cost of downsizing and restructuring PSUs. For example, in the early 1990s, organized manufacturing employment declined even as the GDP was growing.

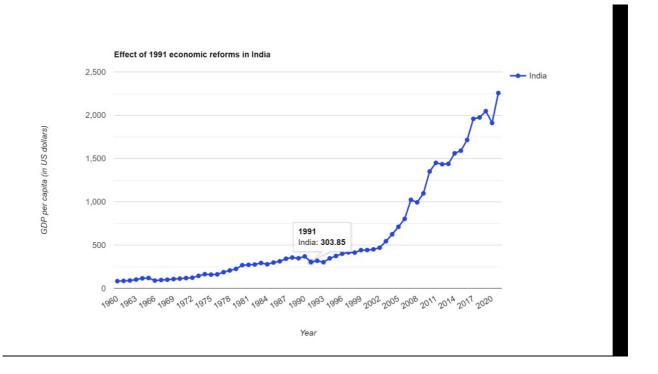
Subsidy Cuts: To reduce fiscal deficit, fertilizer, food and petroleum subsidies were cut. While this increased efficiency, many rural farmers and poorer groups disproportionately bore the brunt of the subsidy cuts.

Inequalities: NSSO surveys show that households in urban areas made larger increases in consumption and income when compared to rural households. Most of the benefits of liberalization accrued to the middle class, large corporations and the skilled workforce, while unskilled or informal workers suffered most in the transition. While urban levels of poverty may have decreased fastest, reductions in rural poverty occurred more slowly in the 1990s. This indicates that growth did not "trickle down" in any equitable way.

#### 3. Inclusivity of Recovery

Faster Growth: Average GDP growth rate in India was higher than 6% in the 1990s, compared to pre-reform "Hindu" growth rate of 3.5% (Rodrik & Subramanian, 2004).

Unequal Recovery: There was a pronounced difference in growth patterns in existing state economic systems. The most overdeveloped areas have improve and attracted even higher levels of growth in modern development. Southern states, and western states like Maharashtra, Tamil Nadu, and Karnataka attracted more investment presumably due to better levels of infrastructure and policy frameworks. States still hopelessly enmeshed in poverty traps (broadly defined) (such as Bihar and Uttar Pradesh) lag considerably behind their competitors in demonstrating growth. Disparity of Change: In particular, the services sector (and in particular IT and finance) improved significantly, while agriculture or small-scale industries hardly improved in relative terms.



#### Recommendations

Enhance Fiscal Discipline and Reform Public Sector Units – Prioritize long-term fiscal consolidation by curtailing subsidies and enhancing PSU governance. Strategic disinvestment and modernization of PSUs, should take place of ad hoc financial bailouts. Billing Policies Towards Inclusive Growth – Improving access to rural credit, healthcare and education will

help reduce the urban-rural divide. More importantly, there needs to be proper identification of infrastructure priorities in lag decile states.

Design Targeted Social Safety Nets – Identification of targeted social protection schemes (food security, rural employment schemes) will help mitigate the worst hardships suffered by vulnerable groups, increasing their livelihood resilience. Suppress Sector Dependency via Enhancement of Financial Inclusion through Microfinance & Digital Banking Schemes - Improve access to microfinance, digital banking and credit for rural households and small enterprises. Enhance Digital Infrastructure for Export Diversification - Providing support and promotion interventions for high-value manufacturing, renewable energy exports, etc., is vital to diversifying government reliance on exports related to a few sectors, predominantly IT and textiles.

Increase Institutions Accountability and Autonomy - Greater fiscal discipline, lower opportunity for fraud, and operational independence and accountability for regulatory authorities (SEBI, RBI, PSU boards) are vital to understand how diminish overlap between public and private sectors is accomplished.

#### **Summary and Conclusion**

Overall, the 1991 financial crisis changed the economic direction of India. With a background of fiscal indiscipline, a balance-of-payments crisis, and inefficiency of PSUs, the crisis necessitated India to approach the IMF for a bail-out that included structural reforms.

The conclusions of the paper are:

**External vulnerabilities** are largely repaired. India has moved from a foreign exchange crisis in 1991 to being a foreign exchange surplus country by 2000.

**Fiscal vulnerabilities,** particularly related to subsidies, deficits, and inefficient PSUs are still unresolved. These pose risks for the long-term stability of the Indian economy.

While liberalization did spur economic growth as indicated by a rise in GDP growth rates, the benefits of economic growth have not been uniformly distributed across regions, sectors, and classes. In sum, the crisis acted as a reform trigger and a vivid reminder of vulnerabilities. The

"wounds" of the crisis are partially healed. India is an internationally stronger player; however, it still faces challenges with inclusivity and maintaining fiscal discipline.

#### **Limitations of the Project**

This study, like every academic pursuit, exists within certain limitations which need to be acknowledged to establish the limits of the findings. Limitations to this study mostly arise from the data, the chosen timeframe, methodological decisions, and interpretive issues.

The first has to do with how secondary data sources are to be the exclusive data sources for the project. The researcher can collect a lot of information from government reports, IMF documents, World Bank documents, and the academic literature; however, secondary data can never fully supplant collecting primary data from interviews with actual policymakers, surveys of other stakeholders, or field evidence from impacted communities. Engaging in primary surveys may have produced insights into how the basis for the reforms were perceived by the grass roots, particularly informal sector workers, rural households, or employees of the PSU directly affected by the restructuring. Using only secondary literature depersonalized the research experience for the researcher and limited the analysis to what others may have recorded.

The second limitation relates to the timeframe for analysis. The project has intentionally limited the analysis to between 1980 and 2000, which covers the decade before the crisis, the crisis and the decade after reforms.

The third limitation includes the ideological perspectives of secondary material. For instance, authors such as Gurcharan Das and T. N. Srinivasan focus on the positive aspects of liberalization, declaring the reforms awakened India's entrepreneurial energies and would eventually lead to a new long-term phase of growth. Voracious critics, for example, those commenting in Economic and Political Weekly (EPW) or economists like Prabhat Patnaik, will focus on the social (and economic) costs of reforms, including social inequality and exclusion of vulnerable and poor groups. Because this project is trying to put these opposing perspectives together, and is documenting such readings of the reforms, it is safe to say that the results of the project contain this tension. The project is limited along one other dimension in its quantitative analysis as well.

For instance, while this study has shown trends in estimates of forex reserves, fiscal deficits, GDP growth rates, and losses from PSUs, this analysis is not formalized in strategic econometric models. Formal econometric analysis might have established the causal relationship between reforms and impacts (like inequality, poverty alleviation, or sustainability), but these types of analyses simply fell out of the discussion on scope and design for this project.

#### **Future Research Directions**

Future research could: Survey policymakers, public sector unit (PSU) managers and economists to validate the findings. Extend the analysis against later economic crises to see how the lessons learned in 1991 were applied.

Use econometric models to measure the long-term effects of liberalisation in terms of inequality and poverty as well as fiscal health. Compare and contrast India's 1991 crisis with other emerging economies (e.g., Mexico 1994, East Asia 1997) to demonstrate commonalities and unique features.

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