

**Five Years of Leading  
the Reserve Bank  
- Looking Ahead by  
Looking Back**

**Dr. Duvvuri Subbarao**

*(Governor, Reserve Bank of India)*

**The Tenth Nani A. Palkhivala  
Memorial Lecture**

**August 2013**



Published by  
**Nani A. Palkhivala Memorial Trust**

## **NANI A. PALKHIVALA MEMORIAL TRUST**

We hardly need to introduce you to the life and work of the late Nani A. Palkhivala. He was a legend in his lifetime. An outstanding jurist, an authority on Constitutional and Taxation laws, the late Nani Palkhivala's contribution to these fields and to several others such as economics, diplomacy and philosophy, are of lasting value for the country. He was a passionate democrat and patriot, and above all, he was a great human being.

Friends and admirers of Nani Palkhivala decided to perpetuate his memory through the creation of a public charitable trust to promote and foster the causes and concerns that were close to his heart. Therefore, the Nani A. Palkhivala Memorial Trust was set up in 2004.

The main objects of the Trust are the promotion, support and advancement of the causes that Nani Palkhivala ceaselessly espoused, such as democratic institutions, personal and civil liberties and rights enshrined in the Constitution, a society governed by just, fair and equitable laws and the institutions that oversee them, the primacy of liberal economic thinking for national development and preservation of India's priceless heritage in all its aspects.

The Trust is registered under the Bombay Public Trusts Act, 1950. The Trustees are: Y.H. Malegam (Chairman), F.K. Kavarana, Bansi S. Mehta, Deepak S. Parekh, H. P. Ranina, Soli J. Sorabjee and Miss S.K. Bharucha (Member-Secretary).

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## INTRODUCTION

The Nani A.Palkhivala Memorial Trust was privileged to have Dr. Duvvuri Subbarao, Governor, Reserve Bank of India, deliver the Tenth Nani A. Palkhivala Memorial Lecture on 29th August 2013 on the subject “Five Years of Leading the Reserve Bank – Looking Ahead by Looking Back.”

In what may well be seen as a valedictory address made only a few days before he completed his term, Governor Subbarao speaks about the role and responsibilities of a central bank in a democratic structure and on the completion of his term as the Governor of the Reserve Bank.

It is to his credit that, even though during his term of office the Reserve Bank achieved significant success in the many different roles it plays – the stability of the banking system in the midst of a global financial crisis, the progress in financial inclusion, the imaginative rural outreach programme and many more – he has made only a brief reference to some of them and devoted the major part of his lecture to monetary policy which has been the subject of so much public debate.

It would, however, be a mistake to read this lecture as merely a defence of the Reserve Bank’s monetary policy. It is more profitable and more relevant to read the lecture for what it really is – a frank and incisive analysis of the circumstances in which the strong economic position enjoyed before the financial crisis was squandered away in the last five years.

Looked at in this light, the lecture highlights two basic issues, namely, first, the extent to which the economic decline was due to external forces, and, second, what went wrong and why.

The late President Kennedy once remarked that the opposite of a truth is often not a lie but a myth. The dictionary definition of a myth is a “widely held but false notion” and this could well apply to the oft-repeated comment that India’s economic woes have been caused solely by external forces following the global financial crisis. Governor Subbarao effectively demolishes this myth by pointing out that while external forces did play a significant role in the decline of the economy, equally important were the structural deficiencies which contributed to that decline.

Governor Subbarao identifies three distinct phases of the economy for the purposes of his analysis. The first phase was the admirable picture that the economy presented on the eve of the crisis. Growth was surging along at nine per cent per annum, fiscal deficit was on the mend, the rupee was appreciating, asset prices were rising and though inflation pressures were emerging these were accepted as a problem of success. The second phase was the phase immediately after the economy exited from the crisis – faster than most advanced economies, but started struggling with growth – inflation dynamics. The last phase is the period of the last few months when external sector strains have accentuated.

A careful reading of the lecture shows that Governor Subbarao’s analysis of the cause of the decline suggests a collective failure caused by many factors. The identification of these factors is not with an intention to assign blame but rather to promote understanding which is essential in undertaking steps for a recovery in the future.

The first cause of failure identified by Governor Subbarao is that there was an erroneous belief that we were “decoupled” from the rest of the world because of our improved macroeconomic management, robust external resources and sound banking sectors. This hubris proved

to be a fatal error. Subsequent events have shown that India was more integrated into the global economy than was then realized and when the global financial and economic conditions deteriorated, our trade, finance and confidence were also adversely affected.

Second, we did not take timely action when certain structural deficiencies emerged. We allowed our Current Account Deficit (CAD) to run well above the sustainable level and financed it with capital inflows. When these inflows, generated by quantitative easing in advanced economies, are in danger of drying up, we have made ourselves vulnerable to the consequences of the stoppage or exit of these capital flows. We have also allowed our fiscal deficit to grow to unsustainable levels creating problems of increase in money supply and consequent inflation.

Finally, as India emerged from the global crisis, supply side pressures on inflation emerged from elevated domestic food prices and rising global prices of oil and other commodities and demand side pressures emerged from rising incomes and sudden release of pent-up demand as recovery began. India was thus caught “in the quintessential central banking dilemma of balancing growth and inflation.” In the response to this problem, the Reserve Bank and the Government were not seen to be acting in tandem. Governor Subbarao refers in this context to the delicate arrangement which must prevail between the Reserve Bank and the Government. The Reserve Bank has the autonomy to determine the macroeconomic policy which influences the everyday life of the people but these policies are formulated by unelected officials appointed by the Government. On the other hand, a democratically elected Government has a political mandate to which it is accountable.

We can sympathize with Governor Subbarao when he states that analysts who criticize the Reserve Bank's policies do so with the benefit of hindsight. As he says, crisis management is a percentage game and short-term benefits have to be weighed against long-term gains. Policy decisions are made on the basis of information available at the time and in the light of expectations of future events. The actual course of future events can turn out to be different. While hindsight can give us the opportunity to determine whether outcomes would have been different if different decisions were taken, it cannot be the basis for questioning the wisdom of those decisions.

In the second part of his lecture, Governor Subbarao uses his experience in leading Reserve Bank over the last five years in identifying four critical areas which the Reserve Bank needs to address in the future as it maintains and enhances its reputation as an institution "that has served the country with dignity and distinction."

This part is as important as the part which precedes it. The four future challenges for the Reserve Bank as Governor Subbarao visualizes it are, first, to take the lead in setting standards as to how an emerging market central bank manages policies in a globalizing world; second, the need for the Reserve Bank to position itself as a Knowledge Institution; third, the need to ensure that the Reserve Bank does not lose touch with the real world or forget that monetary policy also needs to safeguard the welfare of the common man and finally and most importantly that while the autonomy granted to the Reserve Bank should not be diluted, it should also be accompanied by appropriate instruments to ensure accountability.

The issues which Governor Subbarao raises in this part are important not merely to the Reserve Bank for its internal working procedures, but even more so in the national interest to ensure as Governor Subbarao says



for the Reserve Bank “to remain a responsible, relevant and intellectually agile policy institution.”

The essence of a functionary democracy is the ability of its citizens to question, discuss and debate the issues which vitally affect the nation. The basis of such a debate must be the existence of a platform which provides the opportunity for such a debate. This brilliant lecture by Governor Subbarao provides such a platform and, therefore, deserves the widest exposure.

The Trustees of the Nani A. Palkhivala Memorial Trust have great pleasure in publishing this important lecture and in giving it the widest distribution.

Y.H. Malegam  
*Chairman*

September 3, 2013      Nani A. Palkhivala Memorial Trust





**NANI A. PALKHIVALA**

*16<sup>th</sup> January 1920 - 11<sup>th</sup> December 2002*

## NANI ARDESHIR PALKHIVALA

In 1972-73 the full Bench of thirteen judges of the Supreme Court of India heard with rapt attention a handsome lawyer argue for five months before them that the Constitution of India, which guaranteed fundamental freedoms to the people, was supreme, and Parliament had no power to abridge those rights. The Judges peppered him with questions. A jam-packed Court, corridors overflowing with members of the Bar and people who had come from far-away places just to hear the lawyer argue, were thrilled to hear him quote in reply, chapter and verse from the U.S., Irish, Canadian, Australian and other democratic Constitutions of the world.

Finally came the judgment in April 1973 in *Kesavananda Bharati v. State of Kerala*, popularly known as the *Fundamental Rights case*. The historic pronouncement was that though Parliament could amend the Constitution, it had no right to alter the basic structure of it.

The doyen of Indian journalists, Durga Das, congratulated the lawyer: "You have salvaged something precious from the wreck of the Constitutional structure which politicians have razed to the ground." This "something precious" - the sanctity of "the basic structure" of the Constitution - saved India from going down the totalitarian way during the dark days of the Emergency (1975-77) imposed by Mrs. Indira Gandhi.

Soon after the proclamation of the Emergency on 25th June 1975, the Government of India sought to get the judgment reversed in an atmosphere of covert terrorization of the judiciary, rigorous press censorship, and mass arrests without trial, so as to pave the way for the suspension of fundamental freedoms and establishment of a totalitarian state. Once again, braving the rulers' wrath, this lawyer came to the defence of the nameless citizen.

His six-page proposition before the Supreme Court and arguments extending over two days were so convincing, that the Bench was dissolved and the Court dropped the matter altogether. Commented a Judge: “Never before in the history of the Court has there been a performance like that. With his passionate plea for human freedoms and irrefutable logic, he convinced the Court that the earlier Kesavananda Bharati case judgment should not be reversed.”

This man who saved the Indian Constitution for generations unborn, was Nani Ardeshir Palkhivala. His greatness as a lawyer is summed up in the words of Justice H.R. Khanna of the Supreme Court: “If a court were to be made of the ten topmost lawyers of the world, I have no doubt that Mr. Palkhivala’s name would find a prominent mention therein”. The late Prime Minister, Morarji Desai, described him to Barun Gupta, the famous journalist, as “the country’s finest intellectual”. Rajaji described him as, “God’s gift to India”.

Nani A. Palkhivala, was for four decades one of the dominant figures in India’s public life. An outstanding jurist, redoubtable champion of freedom and above all a great humanist.

Born on 16th January 1920, Nani Palkhivala had a brilliant academic career. He stood first class first in both his LL.B., (1943) exams and in the Advocate (Original Side) Examination of the Bombay High Court.

Nani Palkhivala was Senior Advocate, Supreme Court of India; Professor of Law at the Government Law College, Mumbai; Tagore Professor of Law at the Calcutta University; and a Member of the First and Second Law Commissions. He was elected in 1975 an Honorary Member of the Academy of Political Science, New York, in recognition of his “outstanding public service and

distinguished contribution to the advancement of political science.”

Nani Palkhivala argued a number of historical cases in the Courts of India and abroad, including the cases between India and Pakistan before the U.N. Special Tribunal in Geneva and the International Court of Justice at the Hague.

He authored a number of books including *The Law and Practice of Income-Tax*, a monumental work, which is the definitive treatise on the subject. His other books included *Taxation in India*, published by the Harvard University in the *World Tax Series*; *The Highest Taxed Nation in the World*; *Our Constitution Defaced and Defiled*; *India's Priceless Heritage*; *We, the People* and *We, the Nation*.

His expositions on the Union Budget in Mumbai and other places were immensely popular and attracted attendance in excess of 1,00,000. He eloquently espoused the cause for a more rational and equitable tax regime.

Nani Palkhivala was India's Ambassador to the U.S.A. from 1977 to 1979. He was in constant demand during this period and delivered more than 170 speeches in different cities, which included speeches in more than 50 Universities, on subjects as varied as Gandhi, the nuclear issue, human rights, India's foreign policy, civil liberties in India, Indian agriculture, apartheid and the Third World.

Two American Universities – Lawrence University, Wisconsin and Princeton University, New Jersey - bestowed honorary doctorates on him. Princeton was the first to do so on 6th June 1978. The citation reads:

*“Defender of constitutional liberties, champion of human rights, he has courageously advanced his conviction that expediency in the name of progress, when at the cost of freedom, is no progress at all, but retrogression. Lawyer,*

*teacher, author and economic developer, he brings to us as Ambassador of India intelligent good humor, experience, and vision for international understanding. As we see the bonds of trust and respect grow between our two countries, Princeton takes pride in now having one of its own both in New Delhi and in Washington.”*

*Lawrence University honoured him with a doctorate of Laws on 28th March 1979. The citation said:*

*“What is human dignity? What rights are fundamental to an open society? What are the limits to political power? Ambassador Palkhivala, you, more than most, have pondered these great questions, and through your achievements have answered them.*

*As India’s leading author, scholar, teacher and practitioner of constitutional law, you have defended the individual, be he prince or pauper, against the state; you have championed free speech and an unfettered press; you have protected the autonomy of the religious and educational institutions of the minorities; you have fought for the preservation of independent social organizations and multiple centres of civic power.*

*As past president of the Forum of Free Enterprise and as an industrialist, you have battled stifling economic controls and bureaucratic red tape. You have always believed that even in a poor and developing country, the need for bread is fully compatible with the existence of liberty...*

*You are also an enlightened patriot and nationalist. You have successfully defended your country’s cause in international disputes before the special tribunal of the United Nations and the World Court at the Hague.*

*Never more did you live your principles than during the recent 19 month ordeal which India went through in*

*what was called 'The Emergency'. When those who had eaten of the insane root, swollen with the pride of absolute political power, threw down the gauntlet, you did not bow or flinch. Under the shadow of near tyranny, at great risk and some cost, you raised the torch of freedom..."*

In 1997 Nani Palkhivala was conferred the Dadabhai Naoroji Memorial Award for advancing the interests of India by his contribution towards public education in economic affairs and Constitutional law. In 1998 he was honoured by the Government of India with PADMA VIBHUSHAN. The Mumbai University conferred upon him an honorary Degree of Doctor of Laws (LL.D.) in 1998.

Nani Palkhivala was associated with the Tata group for about four decades. He was Chairman of Tata Consultancy Services, Tata International Ltd., Tata Infotech Ltd., the A.C.C. Ltd., and Director of Tata Sons Ltd. He was President of Forum of Free Enterprise from 1968 till 2000, and Chairman of the A. D. Shroff Memorial Trust from 1967 till his death.



## **DR. DUVVURI SUBBARAO**

**D**r. Duvvuri Subbarao assumed office as the twenty-second Governor of the Reserve Bank of India on 5th September 2008. Prior to this appointment, Dr. Subbarao served as Finance Secretary to the Government of India from April 2007 to September 2008 and as Secretary to the Prime Minister's Economic Advisory Council from March 2005 to March 2007.

As a member of the Indian Administrative Service (IAS), Dr. Subbarao has been a career civil servant. Over the years of 1967-98, he worked in various positions in the state Government of Andhra Pradesh and in Government of India.

Dr. Subbarao was a Lead Economist in the World Bank (1994-2004), where his responsibilities involved advising developing countries on public finance management. He also task managed a flagship study on decentralization across major East Asian countries which was acknowledged as innovative policy work.

Dr. Subbarao received B.Sc (Hons) in Physics from the Indian Institute of Technoogy, Kharagpur and M.Sc in Physics from the Indian Institute of Technology, Kanpur. He also has an MS in Economics from the Ohio State University (1978) and was a Humphrey Fellow studying public finance at MIT during 1982-83. He earned his Ph.D in Economics from Andhra University for his thesis on "Fiscal Reforms at the Sub-national Level" (1988).

Dr. Subbarao came to the Reserve Bank just a week before the global financial crisis erupted in full in mid-September 2008. He led the Reserve Bank's effort to mitigate the impact of the crisis on India and was actively engaged in the G-20 effort to coordinate an international response to the crisis. The challenges ahead for the

Reserve Bank, as he sees them, are to bring inflation down, support the growth momentum of the Indian economy, take financial sector reforms forward and deepen financial inclusion.

Dr. Subbarao maintains a strong commitment to academic pursuits, and has written and lectured extensively on issues in public finance, decentralization and political economy of reforms at national and international fora.

# **Five Years of Leading the Reserve Bank - Looking Ahead by Looking Back**

by

**Dr. Duvvuri Subbarao\***

**F**irst of all, my sincere thanks to the Nani Palkhivala Memorial Trust, particularly Shri Y.H. Malegam, the widely respected Chairman of the Trust, for extending me the honour of delivering the Palkhivala Memorial Lecture for this year. I know many eminent thought leaders had delivered this memorial lecture in the past, and I attach a lot of value to adding my name to that very select list.

## **Nani Palkhivala**

I did not have the privilege of meeting or interacting with late Shri Palkhivala. He was already a preeminent public intellectual in the country by the time I had entered the IAS in the early 1970s. But I count myself among the millions of educated Indians who were deeply impressed by Shri Palkhivala's commitment to protecting India's democratic institutions, and the intellectual vigour with which he did so. In a career spanning over six decades, he distinguished himself as a brilliant lawyer, a perceptive political scientist, an intelligent communicator and an erudite diplomat, leaving behind a legacy that continues to influence our public discourse in several areas.

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\* *The author is Governor, Reserve Bank of India. The text is based on the Tenth Nani A. Palkhivala Memorial Lecture delivered under the auspices of the Trust in Mumbai on 29th August 2013.*

## **Topic of My Lecture**

I deliberated quite a bit on an appropriate topic for a lecture to honour the memory of such an eminent public intellectual. I was also conscious of the fact that this will be my last public lecture as the Governor of the Reserve Bank of India (RBI). Quite understandably, given the Palkhivala context, my thoughts started centering around the role and responsibility of a central bank in a democratic structure. Central banks make macroeconomic policy that influences the everyday life of people; yet they are managed by unelected officials appointed by the government. Such an arrangement is deliberate, based on the logic that an apolitical central bank, operating autonomously within a statutorily prescribed mandate and with a longer time perspective, is an effective counterpoise to a democratically elected government which typically operates with a political mandate within the time horizon of an electoral cycle.

An autonomous and apolitical central bank is a delicate arrangement too, and will work only if the government respects the autonomy of the central bank, and the central bank itself stays within its mandate, delivers on that mandate and renders accountability for the outcomes of its policies and actions.

Putting the three elements of today's lecture context together - Shri Palkhivala's exemplary commitment to preserve and promote values and institutions of democracy in India; the Reserve Bank's role in the democratic edifice of India; and the completion of my term as the Governor of the Reserve Bank - I determined that the best way I can pay tribute to Shri Palkhivala is to focus on a topic that threads together these three elements. That explains my topic for today: 'Five Years of Leading the Reserve Bank: Looking Ahead by Looking Back'.

**“May you live in interesting times!”**

The Chinese have an adage: “May you live in interesting times.” I can hardly complain on that count. I had come into the Reserve Bank five years ago as the ‘Great Recession’ was

setting in, and I am finishing now as the ‘Great Exit’ is taking shape, with not a week of respite from the crisis over the five years.

From a central banking perspective, history will mark the last five years for two distinct developments. The first is the extraordinary show of policy force with which central banks responded to the global financial crisis. This has generated a vigorous debate on the short-term and long term implications of unconventional monetary policies as also on the responsibility of central banks for the cross border spillover impact of their policies. The second historical marker will be the manner in which, reflecting the lessons of the crisis, the mandate, autonomy and accountability of central banks are being redefined in several countries around the world. Notwithstanding all the tensions and anxieties of policy management during an admittedly challenging period, I consider myself privileged to have led one of the finest central banks in the world during such an intellectually vigorous period.

Against that context, I want to divide my lecture today on “Five Years of Leading the Reserve Bank: Looking Ahead by Looking Back” into two segments. In the first segment, I want to look back over the last five years and give my assessment of the macroeconomic developments during this period and the Reserve Bank’s response. In the second segment, I will address the major challenges for the Reserve Bank on the way forward.

## **Macroeconomic Developments Over the Last Five Years and RBI's Response**

For analytical purposes, macroeconomic developments over the last five years can be divided into three distinct phases: (i) The global financial crisis and RBI's response; (ii) Exit from the crisis and RBI's struggle with growth-inflation dynamics; and (iii) The external sector strains which have accentuated over the last few months and RBI's efforts to restore stability in the currency market.

### **First Phase (2008/09) - Crisis Management**

Given all the water that has flown under the bridge since then, the Lehman crisis of 2008 seems an eternity away. Yet, that was the reality that I faced within less than two weeks of taking over as Governor. My intent here is not to rehash the events of those days, but try and put that crisis - and therefore the policy response - in perspective.

In order to appreciate that perspective, just throw your mind back to those heady days of 2008. Recall that India was on the verge of being christened the next miracle economy. Growth was surging along at 9 per cent. Fiscal deficit was on the mend. The rupee was appreciating and asset prices were rising. There were inflation pressures but the general perception was that inflation was a problem of success, not of failure. Most importantly, we thought we had 'decoupled' - that even if advanced economies went into a down turn, emerging market economies will not be affected because of their improved macroeconomic management, robust external reserves and sound banking sectors.

The crisis dented, if not fully discredited, the decoupling hypothesis. It affected virtually every country in the world, including India. So, why did India get hit? The reason was that by 2008, India was more integrated into the global economy than we recognized. India's two way trade (merchandise exports plus imports), as a proportion to GDP, more than doubled over

the past decade: from about 20 per cent in 1998/99, the year of the Asian crisis, to over 40 per cent in 2008/09, the year of the global crisis.

If our trade integration was deep, our financial integration was even deeper. A measure of financial integration is the ratio of total external transactions (gross current account flows plus gross capital account flows) to GDP. This ratio had more than doubled from 44 per cent in 1998/99 to 112 per cent in 2008/09, evidencing the depth of India's financial integration.

What this meant was that as the global financial and economic conditions went into a turmoil, we were affected through trade, finance and confidence channels. The Reserve Bank responded to the crisis with alacrity, with policies aimed at keeping our financial markets functioning, providing adequate rupee liquidity, and maintaining the flow of credit to the productive sectors of the economy.

### **Lessons in Crisis Management**

As someone said, this crisis was too valuable to waste. In the event, we learnt several lessons in crisis management. I will only list the important ones. First, we learnt that in a global environment of such uncertainty and unpredictability, policy action has to be swift, certain and reassuring. Also, during crisis times, it helps enormously if governments and central banks act, and are seen to be acting, in concert. Second, we learnt that action is important, but communication is even more important. When the economic environment is uncertain, market players and economic agents look up to governments and central banks for both reassurance and clarity. Indeed, communication was a critical tool all central banks, including India, adopted in those heady autumn days of 2008.

The third lesson we learnt is that even in a multi-nation crisis, governments and central banks have to adapt their response to domestic conditions. There is typically pressure on every country to copy the crisis response of other countries,

especially of advanced economies (AEs). For example, AEs were forced to resort to quantitative easing (QE) to loosen monetary conditions, raise inflation expectations and lower real interest rates. Was there any need for emerging market (EM) central banks to do so? I believe there wasn't because they had sufficient conventional ammunition left. Instead, what we had to show was that we were fully prepared to use it.

While on the subject of crisis, I also want to share with you a dilemma. Crisis management is a percentage game. We have to do what we think has the best chance of reversing the momentum. At the same time, we have to weigh the short-term benefits against the longer term consequences, including moral hazards. In 2008, massive infusion of liquidity was seen as the best bet. Indeed, in uncharted waters, erring on the side of caution meant providing the system with more liquidity than considered adequate. This strategy was effective in the short-term, but with hindsight, we know that excess liquidity may have reinforced inflation pressures. In the thick of the crisis, the judgement call we had to make was about balancing the benefits from preventing a crisis against the costs of potential inflation down the line. Remember we were acting in real time. Analysts who are criticising us are doing so with the benefit of hindsight.

### **Second Phase (2010/11) - Exit from the Crisis**

India recovered from the crisis sooner than even other emerging economies, but inflation too caught up with us sooner than elsewhere. Inflation, as measured by the wholesale price index (WPI), which actually went into negative territory for a brief period in mid-2009, started rising in late 2009, and had remained around 9-10 per cent for all of 2010 and much of 2011, reflecting both supply and demand pressures. Supply pressures stemmed from elevated domestic food prices and rising global prices of oil and other commodities. Demand pressures stemmed from rising incomes and sudden release of pent up demand as recovery began. The supply shocks and



demand pressures combined to trigger a wider inflationary process. We were caught in the quintessential central banking dilemma of balancing growth and inflation.

In response to the inflation pressures, the Reserve Bank reversed its crisis driven accommodative monetary policy as early as October 2009 and started tightening. We have been criticized for our anti-inflationary stance, ironically from two opposite directions. From one side, there were critics who argued that we were too soft on inflation, that we were late in recognizing the inflation pressures, and that even after recognizing such pressures, our ‘baby step’ tightening was a timid and hesitant response. Had the Reserve Bank acted quickly and more decisively, inflation could have been brought under control much sooner. From the other side of the spectrum, we were criticized for being too hawkish, mainly on the argument that there was no need for the Reserve Bank to respond to inflation driven largely by food and supply shocks, and that we only ended up stifling growth without easing inflation pressures.

Let me respond to this criticism from both ends of the spectrum.

To those who say that we were behind the curve, my simple response is to recall the context of the years 2010 and 2011. Much of the world was still in a crisis mode, the eurozone crisis was in full bloom and there was a lot of uncertainty globally. And as we learnt from the experience of the 2008 Lehman episode, we remained vulnerable to adverse external developments. Our ‘baby steps’ were therefore a delicate balancing act between preserving growth on the one hand and restraining inflation on the other.

With the benefit of hindsight, of course, I must admit in all honesty that the economy would have been better served if our monetary tightening had started sooner and had been faster and stronger. Why do I say that? I say that because we now know that we had a classic V-shaped recovery from the crisis, that

growth had not dipped in the Lehman crisis year as low as had been feared, and that growth in the subsequent two years was stronger than earlier thought. But remember, all this is hindsight whereas we were making policy in real time, operating within the universe of knowledge at that time. Just as an aside, this episode highlights the importance of faster and more reliable economic data for effective monetary policy calibration.

Let me now respond to the doves who argue that the Reserve Bank was too hawkish in its anti-inflationary stance.

First, I do not agree with the argument that the Reserve Bank failed to control inflation but only ended up stifling growth. WPI inflation has come down from double digits to around 5 per cent; core inflation has declined to around 2 per cent. Yes, growth has moderated, but to attribute all of that moderation to tight monetary policy would be inaccurate, unfair, and importantly, misleading as a policy lesson. India's economic activity slowed owing to a host of supply side constraints and governance issues, clearly beyond the purview of the Reserve Bank.

If the Reserve Bank's repo rate was the only factor inhibiting growth, growth should have responded to our rate cuts of 125 bps between April 2012 and May 2013, CRR cut of 200 bps and open market operations (OMOs) of ₹1.5 trillion last year.

Admittedly, some growth slowdown is attributable to monetary tightening. Note that the objective of monetary tightening is to compress aggregate demand, and so some sacrifice of growth is programmed into monetary tightening. But this sacrifice is only in the short-term; there is no sacrifice in the medium term. Indeed, low and steady inflation is a necessary precondition for sustained growth. Any growth sacrifice in the short term would be more than offset by sustained medium term growth. I want to reiterate once again that the Reserve Bank had run a tight monetary policy *not because it does not care for growth, but because it does care for growth.*

Critics of our monetary tightening must also note that our degrees of freedom were curtailed by the loose fiscal stance of the government during 2009-12. Had the fiscal consolidation been faster, it is possible that monetary policy calibration could have been less tight.

And now let me respond to the criticism that monetary policy is an ineffective tool against supply shocks. This is an ageless and timeless issue. I am not the first Governor to have to respond to this, and I know I won't be the last. My response should come as no surprise. In a \$1500 per-capita economy - where food is a large fraction of the expenditure basket - food inflation quickly spills into wage inflation, and therefore into core inflation. Indeed, this transmission was institutionalized in the rural areas where MGNREGA wages are formally indexed to inflation. Besides, when food is such a dominant share of the expenditure basket, sustained food inflation is bound to ignite inflationary expectations.

As it turned out, both these phenomena did play out - wages and inflation expectations began to rise. More generally, this was all against a context of consumption-led growth, large fiscal deficits, and increased implementation bottlenecks. If ever there was a potent cocktail for core inflation to rise this was it. And it did - rising from under 3 per cent at the start of 2010 to almost 8 per cent by the end of the next year. It is against this backdrop that our anti-inflationary stance in 2010 and 2011 needs to be evaluated.

### **Third Phase (2012/13) - Pressures in the External Sector**

Remember, I began my speech with the old Chinese saying - "May you live in interesting times." So, as inflation began to moderate yielding space for monetary easing to support growth, we got caught up with external sector strains over the last two years and a sharp depreciation of the rupee over the last three months. There has been dismay about the ferocity of depreciation; there has also been a growing tendency to attribute

all of this to the ‘tapering’ of its ultra easy monetary policy by the US Fed.

Such a diagnosis, I believe, is misleading. Admittedly, the speed and timing of the rupee depreciation have been due to the markets factoring in ‘tapering’ by the US Fed, but we will go astray both in the diagnosis and remedy, if we do not acknowledge that the root cause of the problem is domestic structural factors.

What are these structural factors? At its root, the problem is that we have been running a current account deficit (CAD) well above the sustainable level for three years in a row, and possibly for a fourth year this year. We were able to finance the CAD because of the easy liquidity in the global system. Had we used the breathing time that this gave us to address the structural factors and brought the CAD down to its sustainable level, we would have been able to withstand the ‘taper’. In the event, we did not. We therefore made ourselves vulnerable to sudden stop and exit of capital flows driven by global sentiment; the eventual cost of adjustment too went up sharply.

But what drives the CAD so high? Basic economics tells us that the CAD rises when aggregate demand exceeds aggregate supply. There is an argument that this logic is not applicable to us in the current juncture given the sharp slow down in growth. But we need to recognize that the CAD can increase substantially even in a low growth environment if supply constraints impact both growth and external trade as has been the case with us.

The only lasting solution to our external sector problem is to reduce the CAD to its sustainable level and to finance the reduced CAD through stable, and to the extent possible, non-debt flows. Reducing the CAD requires structural solutions - RBI has very little policy space or instruments to deliver the needed structural solution. They fall within the ambit of the government. Structural adjustment will also take time. In the

interim, we need to stabilize the market volatility, a task that falls within the domain of the Reserve Bank.

It is the avowed policy of the Reserve Bank not to target a level of exchange rate and we have stayed true to that policy. Our efforts over the last few years, particularly the last three months, have been to smoothen volatility as the exchange rate adjusts to its market determined level so as to make the near-term cost of adjustment less onerous for firms, households and banks.

There has been criticism that the Reserve Bank's policy measures have been confusing and betray a lack of resolve to curb exchange rate volatility. Let me first of all reiterate that our commitment to curbing volatility in the exchange rate is total and unequivocal. I admit that we could have communicated the rationale of our measures more effectively.

But our actions were consistent. Our capital account measures were aimed at encouraging inflows and discouraging outflows. Also, we tightened liquidity at the short end to raise the cost of short-term money so as to curb volatility. At the same time, we wanted to inhibit the transmission of the interest rate signal from the short end to the long end as that would hurt flow of credit to the productive sector of the economy. So, we instituted an Indian version of "operation twist".

I must reiterate here that it is not the policy of the Reserve Bank to resort to capital controls or reverse the direction of capital account liberalization. Notably, the measures that we took did not restrict inflows or outflows by non-residents.

## **Challenges for the Reserve Bank on the Way Forward**

Now let me turn to the second part of my lecture. Several times over the last five years. I have often been asked about the challenges for the Reserve Bank on the way forward. As I finish my term as Governor of this great institution, this is a question that has been playing repeatedly in my mind. I am deeply conscious that this is not a seminar, so I will highlight, but only briefly, four challenges that the Reserve Bank will need to address in order to remain a premiere policy institution.

### **Managing Policy in a Globalizing World**

The first challenge on my list is for the Reserve Bank to learn to manage both economic and regulatory policies in a globalizing world. The global financial crisis, the eurozone sovereign debt crisis as well as the currency market volatility over the last few months have emphatically demonstrated how external developments influence our domestic macroeconomic situation in complex, uncertain and even capricious ways. In making our policies, we have to factor in external developments, particularly the spillover impact of the policies of advanced economies on our macroeconomy. This will become even more important as India's integration with the global economy increases. Surely, globalization is a double edged sword. It comes with costs and benefits. The Reserve Bank needs to sharpen the analytical and intellectual rigour to make policies that exploit the advantages of globalization and mitigate its risks.

Over the last five years, as an institution, we have learnt quite a lot about managing policy in a globalizing world. Yet the learning curve ahead is steep. My wish is that the Reserve Bank should take the lead in setting standards for how an emerging market central bank manages policies in a globalizing world. In other words, we should become the best practice that other central banks emulate.

## **Knowledge Institution**

The second on my list of challenges is that the Reserve Bank must position itself as a knowledge institution. The crisis has shown that knowledge matters. Those central banks which are at the frontiers of domain knowledge and are pushing the envelope in terms of policies and actions will be better equipped to deal with the complexities of macroeconomic management in an increasingly dynamic and interconnected world.

There is obviously no template or manual for becoming a knowledge institution nor is there a comprehensive list of attributes. Becoming a knowledge institution is a continuous process of learning from the best practices in the world, oftentimes reinventing them to suit our home context, pushing the envelope, asking questions, being open minded, acting with professionalism and integrity and encouraging an institutional culture that cuts through hierarchies. The Reserve Bank will also need to review its HR policies so as to build a talent endowment that can meet the challenges on the way forward.

## **Keep Your Ear Close to the Ground**

When I was appointed Governor of the Reserve Bank in 2008, I went to call on the Prime Minister before I took charge. A man of few words as we all know, he told me one thing that stuck in my mind: “Subbarao, you are moving from long experience in the IAS into the Reserve Bank. In the Reserve Bank, one runs the risk of losing touch with the real world. With your mind space fully taken up by issues like interest rates, liquidity traps and monetary policy transmission, it is easy to forget that monetary policy is also about reducing hunger and malnutrition, putting children in school, creating jobs, building roads and bridges and increasing the productivity of our farms and firms. Keep your ear close to the ground.”

In the five years that I have been at the Reserve Bank, I have followed this wise counsel to the best of my ability. We have

introduced a number of initiatives. The outreach programme of village visits by top executives of the Reserve Bank, village immersion programme for our younger officers, town hall shows and meetings with focus groups, conferences with frontline managers, conventions of business correspondents, to mention some of the important ones.

As a result of all these initiatives, the Reserve Bank is more conscious today than before that the policies it makes have a meaning if, and only if, they make a positive difference to the real world. For example, one of the core concerns of the Reserve Bank's anti-inflationary stance is that inflation hurts, but hurts the poor much more than the better off. But the poor are not an organized, articulate lobby. As a public policy institution, the Reserve Bank has the responsibility to make that extra effort to listen to the silent 'voice of the poor'.

Outreach is not a discrete task; it is a continuous process. As I said earlier, the policies of the Reserve Bank impact the everyday lives of people. The Reserve Bank will remain a useful and relevant institution only if it is able to understand the hopes and aspirations of ordinary people and factor them into its policy calculus.

### **Autonomy and Accountability**

The crisis over the last five years has reopened some fundamental questions about central banks - their mandates, the limits to their autonomy and the mechanisms through which they render accountability. These questions are playing out in India too. Several committees have suggested that the mandate of the Reserve Bank should be narrowed on the argument that its currently broad mandate is diluting its focus on price stability - the core concern of monetary policy. The Financial Sector Legislative Reforms Commission (FSLRC) which submitted its report to the Government in March this year has argued that the mandate of the Reserve Bank should



be restricted to monetary policy and regulation of banks and the payment system.

In the context of the mandate of central banks, one needs to keep in mind that the global financial crisis was a powerful rebuke to central banks for neglecting financial stability in the pursuit of price stability. In the immediate aftermath of the crisis, which saw the US Fed and other central banks provide liquidity in spades and use unconventional tools, a consensus had emerged that financial stability needed to be explicit in the objectives of monetary policy. Then the euro zone debt crisis forced the ECB to bend and stretch its mandate to bail out sovereigns, in essence implying that a central bank committed to financial stability could not ignore sovereign debt sustainability. Put differently, the fundamentalist view of a central bank with a single-minded objective (price stability), and a single instrument (short-term interest rate) is being reassessed across the world.

The jury is still out, but a consensus is building around the view that central banks now need to balance price stability, financial stability and sovereign debt sustainability. How this is to be achieved is the big question.

Clearly there are no easy answers. But there are certain tenets that must inform the thinking over this issue. First, the fundamental responsibility of central banks for price stability should not be compromised. Second, central banks should have a lead, but not exclusive, responsibility for financial stability. Third, the boundaries of central bank responsibility for sovereign debt sustainability should be clearly defined. Fourth, in the matter of ensuring financial stability, the government must normally leave the responsibility to the regulators, assuming an activist role only in times of crisis.

The crisis has made a strong case for a more expanded role for central banks. Do we ignore all that, and fall back on the old understanding of what a central bank should or should not do to

change the RBI's remit and scope of influence? That could turn out to be sub-optimal, even risky.

Related to all this is the question about the limits to the autonomy of the Reserve Bank and where and to what extent it should defer to the executive. Finally, there are also questions about the accountability of the Reserve Bank for the outcomes of its policies.

As Governor of the Reserve Bank, I not only welcomed the debate on these issues, but even encouraged it, in the firm belief that such a debate is in the larger public interest. At various times and in various contexts, I have responded to the issues in the debate. This is not the time and platform for extensive engagement on these issues. Here, I only want to give my broad view.

Admittedly, the Reserve Bank has a mandate that is wider than that of most central banks. This is an arrangement that has served the economy well. There are synergies in the various components of the Reserve Bank's mandate and we should not forfeit those synergies. Surely, our institutional structures must adapt to the changing socioeconomic context, but any such change must be brought about only after extensive debate and discussion.

Notably, in a full length feature on the Reserve Bank in 2012, The Economist had said that the RBI is a role model for the kind of full service central bank that is back in fashion worldwide. There is something to that.

It is also important that the mandate of the Reserve Bank is written into the statute, so that it is protected from the political dynamics of changing governments.

In the opening part of my lecture today, I explained the rationale for an autonomous central bank. Like in most other developing economies, the Reserve Bank was not born autonomous; it gained its autonomy over time as a result of

the lessons of international experience and the maturity of our political executive who saw the benefits of preserving the autonomy of the Reserve Bank. On its part, the Reserve Bank earned this autonomy by staying committed to the pursuit of larger public interest.

Accountability is the flipside of autonomy. The Reserve Bank of India Act does not prescribe any formal mechanism for accountability. Over the years, however, certain good practices have evolved. Let me briefly illustrate. We explain the rationale of our policies, and where possible indicate expected outcomes. The Governor holds a regular media conference after every quarterly policy review which is an open house for questions, not just related to monetary policy, but the entire domain of activities of the Reserve Bank.

The Reserve Bank also services the Finance Minister in answering parliament questions relating to its domain. Most importantly, the Governor appears before the Parliament's Standing Committee on Finance whenever summoned, which happens on the average three to four times a year.

It has often struck me that for a public policy institution with such a powerful mandate, these mechanisms for accountability are both inadequate and unstructured. Perhaps, we should institute an arrangement whereby the Governor goes before the Parliament Standing Committee on Finance twice a year to present a report on the Reserve Bank's policies and outcomes and answers questions from the members of the Committee. In my view, this will not only secure the accountability structure but also protect the Reserve Bank from any potential assaults on its autonomy.

I have dwelt a bit longer on this last challenge of autonomy and accountability if only because we have not debated this in the larger public domain as much as we should have. And to the Reserve Bank staff, I want to say that they must be as zealous

about rendering accountability as they are about guarding its autonomy.

### **Thank God, the Reserve Bank Exists**

A final thought on this issue of autonomy and accountability. There has been a lot of media coverage on policy differences between the government and the Reserve Bank. Gerard Schroeder, the former German Chancellor, once said, “I am often frustrated by the the Bundesbank. But thank God, it exists.” I do hope Finance Minister Chidambaram will one day say, “I am often frustrated by the Reserve Bank, so frustrated that I want to go for a walk, even if I have to walk alone. But thank God, the Reserve Bank exists.”

### **Conclusion**

Let me now conclude. Over the course of this lecture, I have looked back to the last five years and indicated how that period divided into three different phases of complex policy challenges. I made an assessment of the Reserve Bank’s policy response and addressed some of the criticism of that policy response at a broad level. Then, I looked ahead to four challenges that the Reserve Bank must address in order to remain a responsible, relevant and intellectually agile policy institution.

It has been an enormous privilege for me to serve the Reserve Bank of India over the last five years. There were taxing times, testing times, anxious times. But at all times, I moved on with the confidence that there is a great institution behind me that will keep me in the right direction. I have been deeply impressed by the professionalism, intellectual agility and commitment of the staff and officers of the Reserve Bank. This is an institution that has served the country with dignity and distinction and will continue to set exacting standards for professional integrity and work ethic.

## ***Dharma***

Nani Palkhivala said, “*Dharma* lives in the hearts of public men; when it dies, no constitution, no law, no amendment can save it.” If I can extend that thought a little, a nation prospers only if its public institutions are guided by *dharma*. The Reserve Bank of India tops the list of India’s public institutions that are guided by *Dharma* and *Dharma* alone.

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*The booklet is issued for public education. The views expressed in the booklet are those of the author.*

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