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PREPARATION OF STATE DEVELOPMENT REPORT ON PUNJAB

The State Development Report (SDR) on Punjab focuses on the present, future and the past. It has been prepared by members of the faculty of the Centre for Research in Rural and Industrial Development (CRRID). They were individually assigned the chapters based on their experience and expertise. The SDR has gone through a process of evaluation in this period of eleven months. It has also drawn a great deal on the experiences and analyses of the studies carried out by the Centre in the past two decades, covering practically every issue relevant to the SDR.

The process of preparing the SDR began with the first meeting chaired by Dr. K Venkatasubramanian, Member, Planning Commission and Chairman of the SDR, who was ably assisted by Shri P K Mohanty, Principal Adviser and other officers of the Planning Commission. CRRID was represented by the Director and Shri J P Gupta, another colleague, at this meeting which sought to evolve the framework, approach and methodology to be adopted by the team selected for carrying out this assignment. The discussion led to the decision to hold a meeting at Chandigarh with senior officials from the state government and experts from different parts of the country. Both the Member and Principal Adviser, Planning Commission, visited the Centre to participate in the proposed meeting. It was in the form of a brainstorming session led by the Member and the Principal Adviser. The Chief Secretary and all the Secretaries and heads of the departments concerned with the report represented the state government. A few experts, identified by CRRID as advisers, were also invited to participate, together with the members of the team engaged in preparing the report. The brainstorming session helped streamline the framework, approach and methodology of the study and identified the priority areas of development. Shortly after this, an interactive session was held with the Chief Minister, Punjab, who had just taken over, together with his officers. This meeting was organized to have the benefit of the information, advice and priorities identified by the new party government. It was followed by another one to streamline as well as clarify the old and newly identified issues concerning the pattern of development as prioritized and visualized by the state government.

There are many notable features of the SDR. First, is the participation of the beneficiaries, stakeholders, benefactors and even critics, from different political persuasions and disciplines over a period of time.

The second most important feature is the input received from experts and officials of Punjab Government, the Planning Commission of India and several autonomous research institutions. This exercise enabled the team to prepare the first draft of the report. It was circulated to the state government and the Planning Commission for their suggestions and comments. The response on this account, including appreciation of some chapters, that the team received were both instructive and suggestive. Subsequently, two meetings, each lasting more than three hours, were arranged with the Chief Minister, Punjab and Dr. Manmohan Singh, former Union Finance Minister, who is also the Chairman of the Governing Body of CRRID. The Chief Minister, accompanied by eleven senior officers of the state government, acknowledged the relevance as well as importance of the report and also the approach, which, he remarked, the state government was going to adopt.

Dr. Manmohan Singh, who had some apprehensions at the beginning, observed that the team had done commendable work. He also made a few suggestions, which were incorporated.

The first draft, after incorporation of the suggestions and comments, was placed for discussion at a meeting between members of the team and experts who had been associated with the preparation of the report. These included, Shri Anand Sarup, former Education Secretary to the Government of India and author of National Education Policy, 1986; Professor S K Ray, former Professor, Institute of Economic Growth, who has also been Visiting Professor to CRRID; Smt Adarsh Mishra, the then Principal Secretary, Health and Family Welfare, Delhi Administration; Professor S S Johl, well-known agricultural economist; Shri T K A Nair, Chairman, Public Enterprises Selection Board; Professor Rajesh Kochar, Director, National Institute of Science, Technology and Development Studies (NISTAD); Professor Sucha Singh Gill, well-known economist from Punjabi University, Patiala; Dr. Gangadhar Jha, Director, National Institute of Urban Affairs; Professor S K Goyal, former Chairman, Research Advisory Committee of the Prime Minister/Planning Commission and currently Director, Institute of Studies in Industrial Development; Shri K R Lakhanpal, Principal Secretary, Finance, Government of Punjab; Dr. S K Tuteja, the then Development Commissioner, Small Scale Industries and Additional Secretary to the Government of India, who was further assisted by the technical staff from Small Scale Industries, Ludhiana, comprising, Shri Bharat Bhushan, Deputy Director, Small Industries Service Institute, Government of India and Shri Viney Malhotra, Small Industries Promotion Officer, Small Industries Service Institute, Government of India. At the technical level the team received suggestions from Shri M L Nikhasi, former Editor, *Manpower Journal*.

It may be appropriate to record here that the magnitude of the task involved in preparing the SDR was not perceived at the time of bidding for the assignment. The initial time-schedule of six months had to be extended by another two and half to three months. It has in effect taken eleven months. In other words, it would be advisable to suggest that such efforts should be given a minimum of one year's time to ensure that it serves the purpose of a referral document for many years to planners, scholars and administrators. It can be safely said that the report being presented to the Planning Commission has been prepared with this objective in mind.

A notable feature of the report is something that usually passes unnoticed. This is the quality of its presentation through careful editing. This was in the able hands of Shri Subrata Banerjee, a well-known journalist, veteran editor, political commentator and diplomat, who has been associated with CRRID for the past two decades. He succeeded Shri P N Haksar, as Editor of *Man and Development*, the international quarterly journal published by CRRID since 1979. He is at present the adviser of CRRID's research and publications programme.

The other distinctive feature of the report is the contribution of the collective sensitization of the researchers working at CRRID for many years, to changing realities. The environment of cross-fertilization of ideas, free and frank exchange of views, information and analysis between and among the members of the team, during this one year, have helped to give the report an integrated character highlighting the basic issues of the development of the state.

Thanks to the Planning Commission, for funding, working on this report has helped CRRID in widening the scope of inter-disciplinary and multi-disciplinary research, which has been one of its basic objectives. Another advantage of participation in this project is that the contributors are now in a position to utilize their vast knowledge, perceptions, and comprehension gained, for publishing monographs on their respective areas of work for wider dissemination.

The team had also the rare benefit of listening to the experiences of Shri I K Gujral, former Prime Minister of India and Shri Jagmohan, Union Minister for Tourism and Culture on the issue of 'Governance'. Shri K C Pant, Deputy Chairman, Planning Commission has emphasized the importance of this subject in his 'Foreword' to the National Human Development Report published by the Planning Commission for the year 2001.

The discussions that followed, in which a number of eminent scholars participated, have a bearing on some of the major issues of the report. This is also true, of the week-long programme of lectures, discussions and seminar held recently in memory of the late Shri P N Haksar. It covered practically every single issue discussed in this report, particularly the question of 'Fiscal and Financial Management'.

After receipt of comments and advice on, and even appreciation of, the first draft submitted by CRRID to the Planning Commission and different departments of the state government, we arranged to have the report released in the presence of the Hon'ble Chief Minister, Punjab by the Chairman of the State Development Report (SDR) Dr. K. Venkatasubramanian, Member Planning Commission, on 27 September 2002 at Chandigarh. For some unavoidable reasons, the Chief Minister suggested a change in the date of release. Shri P.K. Mohanty, Principal Advisor, Planning Commission, who had already reached Chandigarh to participate in the release, according to the earlier scheduled date, took this opportunity to spend considerable time to interact with the members of the faculty engaged in preparing the report. At the end of the session, he suggested that a presentation be made before the Hon'ble Deputy Chairman and other members and officials of the Planning Commission. Shri Mohanty pointed out that the Deputy Chairman, Planning Commission always made perceptive comments, based on his wide experience, at such meetings. This report would thus have the benefit of his wisdom. I immediately agreed to his very valuable suggestion. He said he would confirm the proposed arrangements and date of presentation.

In the meantime the members of the team had the opportunity to spend several hours with Professor S.R. Hashim, former Member-Secretary, Planning Commission and Shri G.K. Arora, Former Member of the Civil Services and Director, IMF, both members of the Governing Body of CRRID. This proved to be a very rewarding interaction and an additional input to the finalization of the draft report.

After the formal release of the Report at Chandigarh, we propose to have it discussed at the state, national and international levels, in view of its importance as well as relevance for the international funding agencies, groups of NRIs, corporate sector and other stakeholders at home and abroad. Simultaneously, each chapter is going to be updated and developed for publication as a monograph or a book. This will help wider dissemination of this nationally important report, the result of a creative, innovative and educative experience that the Planning Commission has initiated. It brings into focus a creative and productive interaction among and between the states in the region for the

solution of commonly shared problems of socio-cultural and economic development, on the basis of comparative advantage. This makes development a positive component of national integration.

The multidisciplinary research at the grassroots level, combined with certain experiments in social activism in related areas on a wide range of developmental issues that CRRID has been conducting in the states of this region, could sustain such an approach to development. It could enable planners, policy makers and administrators to resolve some of the issues which have assumed political and conflictual overtones because of failure to provide the input of professional expertise as a part of the developmental process. It is an unfortunate reality that once an issue of socio-cultural and economic development becomes politicized the role of social scientists, intelligentsia and other professionals become irrelevant. It is in this context that the planning process must be strengthened through a continuing and creative interaction with ongoing multidisciplinary research as a part of overall development of the states, in the interest of the nation.

This is one of the missions on CRRID's agenda which we hope to carry out with the support of the Planning Commission and other nationally important institutions, agencies and the Indian Council of Social Science Research (ICSSR), Ministry of Human Resource Development, in particular, in the years to come.

It is hoped that the report will serve as a contribution of valuable inputs to policy making by scholars and experts from outside the government. We also hope that the SDR on Punjab will serve the long-felt need for a comprehensive data-based analytical overview of development problems of the state for policy makers, administrators, researchers and the corporate sector, besides international funding agencies.

This major project of CRRID could not have been successfully completed without the enthusiastic involvement of the administrative, computer, library and other supporting staff at different levels and at all times. This of course is a characteristic feature of the work culture of CRRID, but bears special mention.

POSTSCRIPT

This *post script* has been added to this chapter in acknowledgement of the valuable input received at the meeting presided over by Hon'ble Dr. K.C. Pant, Deputy Chairman, Planning Commission, on October 23, 2002. The meeting was fixed by the Planning Commission of India for presentation of the State Development Report (SDR) and its release by the Deputy Chairman. The interaction with some of the members and senior officials of the Planning Commission, who participated at the meeting, was a most rewarding experience for all the members of the faculty and also the advisors who had contributed to the preparation of the SDR.

The Deputy Chairman spent considerable time, in fact, more time than was originally scheduled. The intervention by him was stimulating for everyone present at the meeting. It also helped identify the specific task for the Centre for Research in Rural and Industrial Development (CRRID), as a follow up of this report, of holding seminars on the issue of interconnectiveness and interdependence of the states within the region for identifying and implementing the developmental programmes/projects of common interest and their

benefit to the states. He underlined the importance of formulating projects based on the recommendations of the SDR in agriculture, industry, information technology and infrastructural development.

The Deputy Chairman placed on record the Planning Commission's appreciation of the SDR. He was supported by the Chairman of the Core Committee, Hon'ble Dr. K. Venkatasubramanian, Member, Planning Commission, who had monitored the preparation of the report right from the beginning. The report was subsequently presented to the Hon'ble Chief Minister, Capt. Amarinder Singh, at a well-represented meeting organized by the CRRID on 2 December, 2002. The Chief Minister who had earlier spent considerable time during his interactive sessions with the members of the faculty, made the following observations:

It is my immense pleasure to acknowledge with great appreciation, the initiative taken by the Planning Commission in involving autonomous research institutions, universities, and non-government organizations in the task of preparing the State Development Reports. This style ensures objectivity in understanding of the evolving scene; it also allows the engagement of experts in the service of the State. Such reports tend to have a wider perspective and invariably stress on interconnectivity of States in realization of development goals, and thereby strengthen the cause of nation building. A time has come when neighbouring States have to co-operate rather than compete for utilization of scarce natural resources. Only such a strategy can harmonize efficiency with equity.

The Chief Minister also placed on record his appreciation of the efforts made by the members of the faculty of CRRID in preparing such a comprehensive document.

The CRRID has set for itself the task of implementing the agenda, that emerged during the interaction with the Planning Commission, by holding discussions, seminars at the regional, national and even international levels to highlight the relevance as well as importance of the paradigm introduced by the Planning Commission under the guidance of the Deputy Chairman. Surely this will strengthen the long-felt need of initiating the process of co-operative development on the one hand and reinforce the nationally held philosophy of *unity in diversity* on the other.

The present initiative by the Planning Commission provides an opening to widen as well as strengthen the scope of multidisciplinary research in social science. As an Institute of National Status, CRRID has been committed to such a programme of multidisciplinary research on issues of multidimensional importance, since its very foundation.

Chandigarh

Rashpal Malhotra
Founder Director

कृष्ण चन्द्र पन्त
K. C. PANT



उपाध्यक्ष
योजना आयोग
भारत
DEPUTY CHAIRMAN
PLANNING COMMISSION
INDIA

December 28, 2002

FOREWORD

In order to address the development concerns of State Governments through an independent and analytical framework, Planning Commission decided to have State Development Reports prepared which would serve as credible documents to help set the agenda for the economic growth of States.

The preparation of State Development Reports is a recent initiative taken by the Planning Commission to foster a sense of partnership between the Centre and the States to jointly assess the development alternatives available keeping in view the financial, human and material resources and the felt needs of the people. This exercise has also underlined the need to take a re-look at governance issues and policy options which will enable the States to provide a better quality of life to their people.

I hope that the Punjab State Development Report which has highlighted critical issues for the State will not only stimulate debate regarding the road map for the State but will also help the State Government take a close look at the problems which have hindered the realization of optimum growth and socio-economic development in the State. The Report rightly underlines the urgent need for restoration of State's growth rate above or at least at par with the national average.

I look forward to Punjab, with its vigour and enterprise, attaining the high level of prosperity and human welfare which will follow in the wake of its realizing its true potential.


(K.C. PANT)

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INTRODUCTION

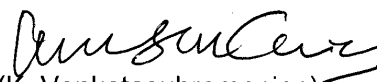
Planning Commission has launched innovative schemes to improve effectively the Governance of the Plans as per the directions of Hon'ble Shri. K.C. Pant, the Deputy Chairman of the Planning Commission. One such initiative is to draw up State Development Reports, which will lay the road for real development in the States.

In implementation of the Central Plan Scheme of "50th Year Initiative for Planning", the Planning Commission has been preparing the State Development Report (SDR) for the States. The salient aim of this Scheme is to compile quality reference documents on development profile and strategy for accelerating the pace of development of the respective States. These SDRs are to act as major inputs in steering the growth process of the respective States.

In preparing the Punjab State Development Report, the expertise of the Centre for Research in Rural and Industrial Development (CRRID), Chandigarh was availed of on payment basis. A Core Committee under my chairmanship reviewed various dimensions of current developmental issues in Punjab and decided the scope and coverage of the SDR for the State with active involvement of the Government of Punjab and the selected agency (i.e. the CRRID, Chandigarh). Expert advice of all the Members of the Core Committee is well appreciated.

This exercise is particularly relevant in case of Punjab under the circumstances that during the period from 1993-94 to 1999-2000, Punjab with its satisfactory level of infrastructure support could achieve an annual growth rate of 4.65% against the all India rate of 6.68%. The inputs on developmental problems in the State and corrective policy measures suggested in the Report would be extremely useful in directing the growth process of the State at this juncture when the 10th Five Year Plan has just started.

I would like to thank also Shri. Rashpal Malhotra, Founder Director, CRRID and his team of experts for carefully preparing the State Development Report for Punjab on behalf of the Planning Commission.


(K. Venkatasubramanian)



ਮੁੱਖ ਮੰਤਰੀ, ਪੰਜਾਬ
Chief Minister, Punjab

ਚੰਡੀਗੜ੍ਹ
Chandigarh

MESSAGE

The State Development Report of Punjab, prepared by the Centre for Research in Rural and Industrial Development, Chandigarh (CRRID), at the behest of the Planning Commission, New Delhi, could not have appeared at a more critical moment than the present one. Punjab today requires a correction of its fiscal imbalance, rejuvenation of the socio-economic dynamism, and upgradation of the human resource base. It is faced with the questions of diversification of its agricultural economy by replacing the wheat-rice rotation by an ecologically viable pattern, and above all, of meeting the challenges posed by globalization. The Report comprehensively and in depth grapples with these issues in a purposeful manner.

Soon after taking over the reigns of government, I along with my colleagues and senior officials of the State Government held two interactive sessions with the officials of the Planning Commission, experts and members of the team of the CRRID engaged in carrying out this task assigned to them by the Planning Commission of India. These interactive sessions and my subsequent discussions with the members of the faculty of the CRRID were most educative and rewarding.

It is my immense pleasure to acknowledge with great appreciation, the initiative taken by the Planning Commission in involving autonomous research institutions, universities, and non-government organizations in the task of preparing the State Development Reports. This style ensures objectivity in understanding of the evolving scene; it also allows the engagement of experts in the service of the State. Such reports tend to have a wider perspective and



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invariably stress on interconnectivity of States in realization of development goals, and thereby strengthen the cause of nation building. A time has come when neighbouring States have to cooperate rather than compete for utilization of scarce natural resources. Only such a strategy can harmonize efficiency with equity.

The present exercise achieves this objective admirably. I congratulate the CRRID for carrying out this mission with exemplary zeal. Encouraged by this experience, we are moving on to the next phase of getting prepared 'district development reports', in the spirit of devolving powers to the village panchayats and urban local bodies under the 73rd and 74th Constitutional Amendments, as I believe, that development has to be, not only for the people but also by the people.



(Amarinder Singh)

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