

EVALUATION REPORT

**ECONOMIC AND STATISTICAL ORGANISATION
PUNJAB (INDIA)**

SHARE CAPITAL CONTRIBUTION / MARGIN MONEY TO BACKFINCO

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SUMMARY OF MAIN FINDINGS AND RECOMMENDATIONS

Backfinco started providing loan to uplift the economic position of minorities in collaboration with NMDFC New Delhi from the year 1995-96. Upto 31.01.2000 it provided loan of Rs.804.51 Lacs to 1559 beneficiaries for setting up various ventures viz. Dairy, Tailoring shop, Truck/Tractor Repair Workshop, Carpentry shop. Photostat Machine, Auto Rickshaw/Taxi, Karyana Store, Chemist Shop and Spare Part shops etc. An evaluation study of 100 selected beneficiaries who received loan upto Rs.57.16 lacs reveals as under:-

- i) Family income of 47 percent of the sampled beneficiaries was found above the income limit fixed under the scheme i.e. Rs.31952 in rural area and Rs. 42412 in urban area.
- ii) 36 percent of the sampled units were given loan for the expansion of their existing activity.
- iii) 30 percent (30) of the sampled units were found non-functional/running unsatisfactory at the time of survey. Out of this 19 units never started the work, 7 were closed on the day of survey and 4 units were found running unsatisfactory.
- iv) 2 percent of the loanees did not have any knowledge of the trade for which loan was provided.
- v) 7 percent of the loanees misutilised the loan amount.
- vi) 9 percent of the loanees suffered/cheated at the hands of agents.
- vii) Recovery position in respect of district Amritsar and Firozepur is noticeably poor. It was 37.09 percent and 19.86 percent respectively in these districts. However, in the remaining districts it was found above 80 percent.

For the smooth functioning of the scheme it is suggested that:

- i) Before advancing the loan BACKFINCO should ensure that the loatee has the required capabilities to run the trade and the unit being set up is economically viable in the area.
- ii) Suitable steps should be taken to improve recovery position in district Amritsar and Firozepur where in respect of sampled cases it was 37.09 and 19.86 percent respectively upto the year ending 31.03.2000.

- iii) Scheme needs to be given wide publicity so that innocent people do not suffer at the hands of agents.
- iv) Inquiry proceedings should be initiated against erring officers of the corporation responsible for mishandling of cases which lead to misutilisation/inappropriate use of loans.
- v) Lumpsum recovery of the loan amount should be made in case of diversion/misutilisation of the loan amount.

INTRODUCTION

Punjab Backward Classes Land Development and Finance Corporation (BACKFINCO) is a nodal agency for implementing the scheme viz. "Share Capital Contribution/Margin Money to BACKFINCO (SC 5.1) for uplifting the economic position of minorities in collaboration with National Minorities Development and Finance Corporation (NMDFC) New Delhi. Backfinco started financing loans to the beneficiaries under NMDFC scheme in the year 1996. Under this scheme, 85 percent of the term loan is provided by NMDFC and 10 percent by Backfinco as margin money provided by the State Govt. and remaining 5 percent is contributed by beneficiaries. The annual income criteria for eligibility for availing loan is at present Rs.42,412/- for urban areas and Rs. 31,952/- for rural areas. The Corporation disbursed loan amounting to Rs.804.51 to 1559 units upto 31.01.2000. Loans provided under the scheme can broadly be categorized in three major groups i.e.(i). Agriculture and Allied Activities (ii) Business & Service Sector and (iii) Small Scale Industry Sector. Under the scheme loan is advanced at the rate of 7 percent interest per annum and is recoverable in 5 years in 20 quarterly equated installments with 3 months moratorium period.

1.2 SURVEY AND ITS OBJECTIVES

To access the recovery position of funds advanced under the scheme and to gauge rightfulness in its implementation an evaluation study has been conducted by the Evaluation Wing of Economic & Statistical Organisation, Punjab at the instance of Secretary to Govt. Punjab, Department of Planning.

1.3 SCOPE OF THE STUDY

Scope of the study has been restricted to the analysis of funds provided and implementation of the scheme in 14 districts viz., Amritsar, Gurdaspur, Bhatinda, Sangrur, Fatehgarh Sahib, Ludhiana, Faridkot, Mukatsar, Kapurthala, Jalandhar, Roopnagar, Ferozepur, Patiala and Mansa.

1.4 SAMPLING DESIGN AND COVERAGE

For the purpose of evaluation study the selection of beneficiaries has been made from all the 14 districts where funds were provided. Fifty percent of the beneficiaries from each trade ensuring atleast one, have been selected for survey purpose. For dairying trade 20 percent of the beneficiaries have been selected. Of the total 318 beneficiaries provided with loan facility till 31.03.1997 (220 beneficiaries for Dairying trades, 27 for Tailoring, 25 for Truck/Tractor Repair Work Shop (TTRW), 12 for Flour Mills/Atta Chakki, 11 for Photostat Machine, 2 for Taxi/Auto

Rickshaw and 21 for Carpentry Workshop) 100 beneficiaries were selected for survey purpose (Annexure-I). It comprises of 47 Dairying cases, 13 Tailoring Cases, 13 TTRW cases 11 Carpentry Workshops, 6 Photostat Machine ventures, 8 Flour Mills and 2 Taxi/Auto Rickshaw cases.

1.5 REFERENCE PERIOD

Secondary information regarding various aspects i.e. total advances made, recovery position and number of beneficiaries financed pertains to the years 1996 – 1997.

Primary data in the form of opinion and information in respect of selected beneficiaries relate to the period of survey i.e. August,2000.

2. SOCIAL STAUTS OF BENEFICIARIES

Majority of the selected beneficiaries from rural areas have been funded under the scheme as out of the selected 100 beneficiaries, 82 percent belong to rural area whereas 18 percent were from urban area (Annexure 2). Further 99 percent of the selected beneficiaries were non SCs and 1 percent was from SC category. 95 percent of selected beneficiaries belong to Sikh minority community whereas 3 to Muslim and 2 to other communities. (Annexure-3), 25 percent of selected beneficiaries were illiterate whereas 11 percent were below Matric and 34 percent were Matric and above (Annexure 4) 67 percent of the selected beneficiaries reported staying independently whereas 33 percent stated their stay in the Joint Family (Annexure 5).

3. OCCUPATIONAL STATUS OF BENEFICIARIES

Most of the selected beneficiaries were from agriculture sector of the economy as 32 percent were such whose principle occupation was farming, 15 percent of beneficiaries belong to dairying, 8 percent belong to service class, 9 percent from business category, 8 percent from manufacturing i.e. carpentry trade, 16 percent of selected beneficiaries from labour category availed the facility of loan whereas 7 percent were totally idle ones, 4 percent beneficiaries were from transport sector and one was house-wife who availed the loan (Annexure-6).

4. ECONOMIC STATUS OF BENEFICIARIES

4.1 OWNERSHIP OF HOUSE/RESIDENCE

97 percent of selected beneficiaries reported staying in houses owned by them. Only 3 percent were found staying in rented houses, of which 2 were staying in rent free accommodation owned by their relatives. One beneficiary from district Ludhiana was found staying in rented accommodation after paying rent of Rs.800/- per month (Annexure 7 A)

Out of 97 beneficiaries having own houses, 45.36 percent were having houses with more than 3 rooms, 38.15 percent (37) with three rooms, 15.46 percent (15) were having

two room houses and only 1.03 percent (1) beneficiary was having one room accommodation (Annexure 8).

4.2 POSSESSION OF CONSUMER DURABLES

33 percent of the selected beneficiaries were found having Scooter/Motor cycles, 26 percent Colour Television, 49 percent black and white televisions and 45 percent were possessing Refrigerators. The facility of Washing Machine, Desert Coolers, LPG connection was found available with 6 percent, 9 percent and 2 percent of the selected beneficiaries. Only one beneficiary from village Dhab Guru Ki district Faridkot was found having Tata 407 (Annexure 9).

4.3 OWNERSHIP OF LAND

As stated in preceding paragraphs majority of the selected beneficiaries funded were from rural area mainly belonging to agricultural sector of the economy. Out of the selected beneficiaries 53 percent were found having agricultural land. It was further observed that 16 percent beneficiaries were having land upto 2 acres., 11 percent between 2 to 3 acres, 13 percent from 3 to 5 acres, 11 percent more than 5 but less than 10 acres and 2 percent were having more than 10 acres of land (Annexure 10). Of the 2 beneficiaries having more than 10 acres of land, one was from village Himmat Garh (Fatehgarh Sahib) and other was from village Begowala Mandir (Firozpur). Similarly, of the 11 beneficiaries having landed property of 5 – 10 acres, 2 were from village Rangehra Khurd (Fatehgarh Sahib), one from village Nizampur (Ludhiana), 2 from villages Dod and Begowala district Faridkot, 2 from villages Chotian Khas and Mollan district Mukatsar and 2 from village Lakhmir wala and Raipur district Mansa. Landed property of the beneficiaries from district Faridkot and Mukatsar was reported in name of joint family.

4.4 FAMILY INCOME

Of the total 100 selected beneficiaries, family income of 47 percent was above the prescribed income limits both in rural and urban area, 42 percent of beneficiaries belonging to rural area were reported having annual family income above the prescribed limit of Rs. 31,952 per annum. Similarly 5 percent beneficiaries belonging to urban area, were found having family income above Rs. 42,412 per annum. (Annexure-II). Out of 42 beneficiaries exceeding prescribed income limit from rural area, 12 were in the income range of Rs. 31,953 to 42,412, 9 were in the income range of Rs.42,413 to 50,000 and 21 were having above Rs.50,001 as their annual income. Similarly in urban area one beneficiary was in the income range of Rs. 42,413 to 50,000 and 4 were having above Rs.50,001 as their annual income.

Tradewise analysis of income reveals that 48.93 percent (23 from selected 47) beneficiaries pertaining to Dairying trade, 15.38 percent (2 out of 13) relating to TTRW, 25

percent (2 out of 8) relating to Flour Mill, 27.27 percent (3 from 11) from Carpentry, 15.38 percent (2 out of 13) relating to Tailoring trade, 50 percent (3 out of 6) belonging to Photostat trade were found within the income range of 42,413 to 50,000 and above (Annexure 12). The incidence of high income category beneficiaries availing the loan facility was found much in Photostat trade followed by Dairying and then Carpenter trade.

5. STATUS OF SELECTED UNITS

5.1 EXISTING/NEW ONE

From the selected beneficiary units 64.00 percent(64) were new units financed under the scheme whereas 36.00 percent units were such where funds were given to the beneficiaries for the expansion of existing activity (Annexure 13). Tradewise analysis shows that 100 percent beneficiaries financed under Auto Rickshaw/Taxi trades were new ones. Followed by 77 percent of Flour Mills, 61.54 percent each for TTRW trade and Tailor Shop, 63.84 percent for Photostat trade and 54.54 percent for Carpenter trade were also new units financed under the scheme.

5.2 NON FUNCTIONING OF SELECTED UNITS

Out of the selected units 30 percent were found non-functional/running unsatisfactorily at the time of survey. As 18 percent (18) were such where no activity was started, 7 percent (7) units were closed at the time of survey, 4 percent (4) were not running satisfactorily and 1 percent (1) was found non-existent at the time of survey (Annexure 14). District wise position in this regard is given in sequel paragraphs.

i) AMRITSAR

One selected unit from district Amritsar was found closed at the time of survey. The beneficiary Kamlesh Rani of village Muradpur, Tehsil Tarntarn obtained a loan of Rs.38000/- for setting up of Tailoring work shop. The beneficiary procured four embroidery and two sewing machines with the above loan. The machinery was available in the premises at the time of survey. It was reported by the beneficiary that unit became non-viable because of tough competition, as there were 30-35 more such shops in the village having 2500 households. The beneficiary also tried tailoring/embroidery training with the above machinery but did not succeed in that too. Ultimately she has to close the venture.

ii) BATHINDA

Out of selected units three were found non-operational in district Bathinda One unit never started after obtaining the loan whereas second one did not exist at the time of survey. Third one was not functioning satisfactory. The unit, which did not start, belonged to tailoring trade, at village Phullo Mithi. Loan for this venture was taken by Sh.Mithu Singh an

agriculturist having no knowledge about the trade. The beneficiary obtained the loan on this pretext and utilised the same for some other purposes. He was also found irregular in the payment of instalment and seven loan instalments amounting to Rs.16,737/- were overdue in his account till 31.03.2000.

Second non-existent venture belonged to Sh.Bitu Singh village Bhagwanpura. Tehsil Talwandi Sabo of this district. The beneficiary obtained the loan for setting up of Flour Mill and set up the unit. The beneficiary had to close the unit after the one year due to low clientele as Tractor driven portable Atta Chakkis have become popular which do flour grinding work by visiting houses of the customers. However, the beneficiary was regular in the payment of loan instalments and one instalment for Rs.2249/- was overdue by 31.03.2000.

Third beneficiary belonged to Bathinda city and has taken loan for tailoring shop, which the beneficiary has started near railway station. It was reported by the beneficiary that unit worked smoothly for one year. During the year 1997 business premises (Khokha), furniture, fixture and machinery was gutted in the fire which broke out there. Presently the beneficiary was found carrying tailoring work with one sewing machine at his house. Six loan instalments amounting to Rs.13588/- were reported overdue by the beneficiary.

iii) FATEHGARH SAHIB

Two from the selected units were never started with the loan received from Backfinco. Owner of one unit, the beneficiary, Sh. Avtar Singh from the village Jatana Ucha (Khamanon) of the district secured a loan of Rs.91200/- for setting up of TTRW on 29.08.1996. The beneficiary never started the said activity and went abroad after one year of obtaining the loan. However, it was reported by the village Panch and his family members that the beneficiary repaid the entire loan in lumpsum after Backfinco initiated the recovery proceedings. No due certificate in this regard has also been issued by Head Office, Backfinco.

The second defaulting units owner (beneficiary) Sh.Chhaju Khan of village Dharam Garh(Amlah) obtained loan amounting to Rs.31825/- for starting carpentry work shop. The beneficiary is a Labourer and does not know even basics of carpentry. He has utilised the loan for some domestic purpose and has never started the Carpentry workshop. The beneficiary, however, remained regular in paying the loan instalments but for last One year for which he could not repay the loan instalment amounting to Rs.5496/-.

iv) FARIDKOT

One beneficiary named Gurbachan Singh from village Dhab Guru Ki (Kot Kapura) secured the loan amounting to Rs.38000/- for setting up of flour mill. Beneficiary instead of starting above venture has purchased TATA 407 and thus misutilised the loan. Beneficiary has been reported paying the instalments regularly.

v) FIROZEPUR

Out of 13 selected beneficiaries Units 11 (84.62 percent) were found never started the work at the time of survey. From the two fully functional units father of one beneficiary named Sh. Harbans Singh village Mattar Uttar reported that his son had obtained the loan amounting to Rs.47500/- for dairying trade through an agent, Sh. Bagicha Singh, after parting with Rs.7500/-. Such incidence occurs only when people are ignorant about the scheme, it needs mass publicity and proper liaison work at the hands of Backfinco staff.

Out of 11 defaulter beneficiaries 9 reported that they have approached Backfinco Office through an agent named Sh.Raj Kumar from Kot Isse Khan (Zira). The agent has cheated the illiterate people by taking away partial or entire loan amount on behalf of the beneficiaries. Beneficiary wise position in this regard is as under:

- a) Wife of the selected beneficiary Sh.Buta Singh of village Fatehpur Kaniya reported about cheating of Rs. 91295/- which was applied for Tractor repair shop.
- b) Wife of another selected beneficiary Sh. Kala Singh from village Fatehpur Kaniya reported that they have received Rs.20000/- from total loan amounting to Rs.31825/- for Carpentry Workshop. The remaining amount was cheated by the agent. They could not start the venture because of the receipt of partial amount.
- c) Nephew of Sarpanch of village Mulluwal Mandir reported about cheating of the selected beneficiary Smt. Jagir Kaur, who intended to obtain loan for Tailoring Shop amounting to Rs.33250/- at the hands of above agent. The beneficiary is a poor widow and facing fraud case on account of this loan.
- d) Father of the beneficiary Sh. Gurbhaj Singh village Sherpur Takhtu reported cheating of loan amount of Rs.76000/- at the hands of the same agent, which they were to obtain for starting Tractor Repair Workshop.
- e) The beneficiary Sh. Baj Singh of village Sherpur Takhtu told about cheating of loan amount of Rs. 42750/-, which he intended to receive for starting Milk Dairy venture.
- f) Brother of the beneficiary Sh. Surjan Singh of village Kotora Purana reported cheating of about Rs.22000/- out of loan amounting to Rs.47500/- at the hands of the above agent which he was to obtain for dairy trade. They have constructed the shed and repaid loan

amount of Rs.9900/- with the balance amount the beneficiary received. The beneficiary was not left with enough money to purchase buffaloes Recovery proceedings have been initiated against this beneficiary.

- g) Beneficiary Sh. Bakhtaur Singh from village Khosa Randhir reported similar version for not having received the loan amount of Rs.91295/-, which he intended to obtain for starting Tractor Repair Work Shop. The case of the beneficiary is being tried under Economic Offence Act.
- h) Son of the beneficiary Niaz Masih of village Dhaka Basti/Makhu told that his father has been cheated of loan of Rs.26600/-, which he intended to take for starting Tailoring Shop.
- i) Brother of the beneficiary Sh.Jagdish Singh from village Chhibu Wala told the similar story of cheating of loan of Rs.85500/- applied for TRWS trade. The beneficiary, however, died in a rail accident and his widow and children left the village.
- j) From two of the other beneficiaries (owners of the Photostat Units), father of one beneficiary Sh.Kulbir Singh from village Datewal told that they have purchased Photostat machine with the loan of Rs.95000/- from Reco Company. The machine went out of order at its very beginning. The beneficiary approached the company for the repair/replacement of the machine, which the company did not care for. Ultimately the beneficiary has filed a case against the company in consumer court . Similarly; brother of other beneficiary, Sh. Sucha Singh from village Mandir Chari Mara told that they have deposited a loan amount of Rs.95000/- with Reco Company, Chandigarh for the purchase of the machine, but did not receive the same. So the case of this beneficiary against the company is being tried in State Consumer Referendum Forum, Chandigarh. Total loan amount has been reported over due.

vi) JALANDHAR

Out of selected units one unit belonging to Dairying trade never started after securing the loan. The beneficiary Sh.Bagicha Singh village Mehal Pur (Nakodar) obtained loan amounting to Rs. 47500/- for setting up Dairy venture. The beneficiary did not start the activity. Backfinco declared the loan as misutilised and made lumpsum recovery of the entire amount financed.

vii) LUDHIANA

From the selected beneficiaries one unit of Photostat trade belonging to the district was found non-existent/closed at the time of survey. The beneficiary Sh. Surinder Singh belonging to Janata Nagar, Ludhiana obtained the loan amounting to Rs.91250/- for starting Photostat unit on 14.02.1997. The beneficiary set up the Photostat venture, which became non-functional after one year. It was reported by Backfinco staff that the beneficiary became irregular and disposed of the machinery etc. after paying two loan instalments regularly. The unit was non-existent at the time of survey. An amount of Rs.29074/- was reported outstanding against the beneficiary by the Backfinco Office.

viii) MANSA

Out of selected units three units were found non-functioning. One unit pertained to Atta Chakki trade whereas other two related to Dairying activity. For Atta-Chakki trade Sh. Gurlal Singh of village Adam Pur Bodla (Budhlada) secured a loan of Rs.38000/-. The unit was found non-existent/closed at the time of survey and an amount of Rs.13500/- for two instalments was reported outstanding.

Two non-functional units belonging to Dairy trade were from village Raipur (Sardulgarh) and Lakhmir Wala (Budhlada) of the above district. The beneficiaries named Sh.Hari Singh and Sh.Sukhdev Singh from these villages were agriculturists having landed property upto eight acres each. It was reported by the village people that they secured the loan by misleading the Backfinco authorities and utilised it for some other consumption purpose. Both of the beneficiaries were found defaulters in the repayment of loan. Their outstanding loan amount was Rs.20850/- and Rs.24260/- respectively.

ix) MUKATSAR

The beneficiary named Sh.Jagga Singh from village Chotian Khas secured a loan of Rs.38000/- for starting Atta Chakki venture and has set up the unit. It was gathered by the evaluation team from the village people that unit worked for some three to four months. After this the beneficiary met with an accident and has sold the machinery. An amount of

Rs.20923/- was reported outstanding on the day of survey in the beneficiary account. Recovery proceedings have been initiated against the beneficiary in this regard.

x) PATIALA

Out of selected three non-functioning units, one pertaining to Atta Chakki other to Dairying and third one to Carpentry Workshop. For Atta Chakki venture Sh. Ranjit Singh from village Karampur obtained loan of Rs.33250/-. The beneficiary has not installed the unit and used the loan for some other purpose. The beneficiary was also irregular in paying the instalments and there was an outstanding amount of Rs.7868/- in his account. Similarly other beneficiary named Sh.Jaswant Singh from village Sanaur obtained loan amounting to Rs.47500/- and has not started the Dairy venture.

The third beneficiary named Sh.Ranjit Singh from village Rampur Kalan (Rajpura) secured a loan of Rs.31825/- for Carpentry unit. The beneficiary has installed the machinery with the above loan. It was reported by the beneficiary that the unit has become non-operational due to lack of market and has shifted to masson work. The beneficiary however, is regular in the payment of instalments.

6. TIME LAG IN OBTAINING LOAN

From the selected beneficiary 45 percent obtained loan after four months from the date of submission of application whereas 15 percent received it within three to four months. 13 percent within two to three months and 19 percent within one to two months (Annexure 15). Only 8 percent of the beneficiaries received it within a month time. Maximum number of cases were reported delayed for more than four months in district Mansa where 16 (94.12 percent) out of 17 selected cases were sanctioned after the expiry of four months. Similarly cases of the selected 80 percent beneficiaries in district Sangrur, 60 percent each in district Bathinda and Faridkot, 50 percent from Gurdaspur and 58,00 percent from Fatehgarh Sahib were sanctioned after four months of the submission of applications.

7. COMMENCEMENT OF ACTIVITY

37 percent from the selected beneficiaries started their venture in less than a month's time from the receipt of the loan whereas 34 percent within 1-2 months and 11 percent started it within 2-3 months, 18 percent beneficiaries did not start any activity after obtaining the loan (Annexure 16).

8. RECOVERY POSITION

The recovery percentage of finances made by Backfinco during the year 1996-97, 1997-98, 98-99 and 1999-2000 stood at a figure of 82.42 percent, 79.72 percent, 81.12 percent and 76.64 percent respectively (Annexure 17). Tradewise analysis, in this regard, reveals that it was quite satisfactory in case of Milk Dairy, Flour Mills, Carpenter, Tailor shop and Auto Rickshaw trades, it varies from 91.16 percent to 97 percent for Dairy trade, 84.50 percent to 120.77 percent for Flour Mills, 94.42 percent to 112.80 percent for carpentry, 77.80 percent to 111.41 for Tailor shop and from 100.00 to 100.25 percent for Auto Rickshaw trade. Worst position, in this connection, was observed for Taxi venture where in it remained at 46.80 percent, 17.25 percent, 12.50 percent and 9.45 percent during the year 1996-97, 1997-98, 1998-99 and 1999-2000 respectively. Similarly Photostat trade exhibited discouraging position during the year 1997-98 to 1999-2000 when it was found varying between 49.95 percent to 61.02 percent. Trades showing higher recovery percentage are certainly better return giving one, which needs to be encouraged (Annexure-18).

Districtwise analysis pertaining to recovery position of selected 100 beneficiaries shows poor position in respect of district Amritsar and Ferozepur where it was only 37.09 in district Amritsar and 19.86 percent for district Ferozepur as on 31.03.2000. It was near 100 percent and above in case of district Fatehgarh Sahib, Jalandhar, Patiala and Kapurthala during the above said period. For other 8 districts it varied from 80 percent to 100 percent and even above in different years. It is evident that, barring two districts, the recovery percentage of loan was found highly satisfactory in the remaining districts (Annexure-17).