

Case Study

Aadhaar Enabled PDS- initiative by GoAP for cashless payments through Jan Dhan Aadhaar Mobile (JAM) by beneficiaries of the Public Distribution System (PDS) to fair price shop merchants based on biometric authentication

URL - <http://ePos.ap.gov.in/ePos/>

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1. EXECUTIVE SUMMARY

Government of India provides subsidized food and fuel to the targeted beneficiary family covered under Below Poverty Line (BPL), and Antyodaya Anna Yojana (AAY) groups under Targeted Public Distribution System (TPDS). The system was not able to reach real beneficiaries due to wrongful exclusion/inclusion, large-scale pilferage, duplication and ghost beneficiaries and lack of identity of genuine beneficiaries. The Government of Andhra Pradesh seeks to implement cashless payments using existing biometric terminals in selected fair price shops in Vijayawada, Krishna District through Aadhaar enabled Payment System (AEPS). This will be aimed at demonstrating cashless payments through JAM (Jan Dhan Aadhaar Mobile) by beneficiaries of the Public Distribution System (PDS) to fair price shop merchants based on biometric authentication. It will be implemented in all Fair Price Shops (FPS) in Krishna District.

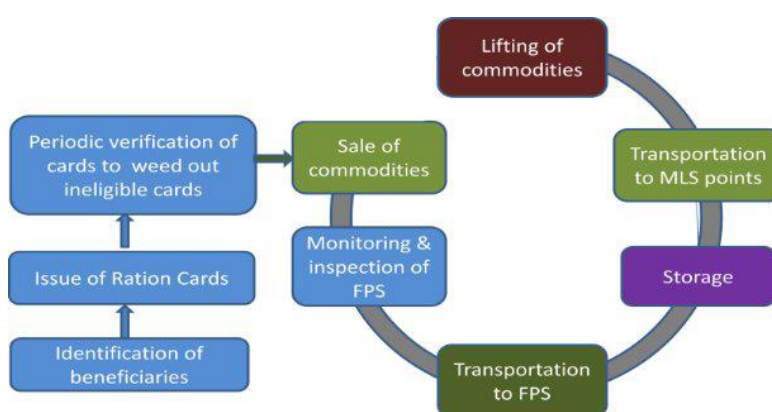
Government of Andhra Pradesh has successfully implemented Aadhaar enabled Public Distribution System in all 28,350 Fair Price Shops across the State and it is well stabilized for the last few months. On an average 20-25 lakhs transactions take place during first week of every month and by 10th of every month, 85 percent beneficiaries across the State avail their ration in one go. AePDS upgraded to JanDhanPDS by integration of Jan Dhan Accounts of beneficiaries with the dealer account for seamless transfer of money using AEPS using on-us or off-us transactions. This is the only of its kind in entire country to implement Jan Dhan Yojana, Aadhar and mobile (JAM) technology in PDS.

2. INTRODUCTION

Public Distribution System (PDS) is a social security mechanism for providing essential commodities to eligible beneficiaries at subsidised prices. While Government of India allots food grains (rice and wheat) and levy sugar to State Government from time to time under various PDS schemes, State Government has been topping it up with the issue of rice, red gram dal, kerosene and palm olefin oil to BPL families at subsidised prices. Stages involved in PDS are shown below :

All fair price shops in the districts are equipped with a POS(Point of Sale) device with GPRS connectivity. BPL beneficiary can take her/his rations (as per entitlement) at any FPS on the success of Bio/ Fusion Finger/Iris authentications. BFD (Best Finger Deduction) facility is provided in the system to reduce the failure rate of authentication.

Supply Chain Management is a transparent mechanism to avoid diversion of food grains-



Andhra Pradesh State Civil Supplies Corporation Ltd. is a State Agency appointed by the State Government for lifting Rice and Wheat from FCI and Levy Sugar from factories under PDS. It is the responsibility of the Corporation to undertake transportation, storage and delivery of the stocks under PDS at the door steps of the Fair Price Shop Dealers.

The transportation of stocks from FCI/factories to Mandal Level Stock (MLS) Points is called Stage-I transportation, which is being undertaken through the district-wise Transport Contractors appointed separately for food-grains and Levy Sugar.

The transportation from MLS Point to the doorstep of the F.P. Shop Dealer is called Stage-II transportation, which is being undertaken through Corporation Vehicles and Stage-II contractors.

Benefits desired post implementation:

- To empower beneficiary
- Behavioural change in FPS personnel
- Reduced number of trips of beneficiaries to take different commodities
- To reduce Diversion
- To Weed out poor Performing FPS
- Transparency

Around 90% (3.25 crores) of the total State population is covered under ePDS scheme and a total of 28350 fair price shops are covered.

3. OVERVIEW OF THE CHAMPION

Mr. K Rajasekhar, Dy. Director General is head of Centre for Data Governance, NIC, MeitY, Govt. of India. He has won over thirty (30) National & International awards for various e-Governance initiatives which include three National e-Governance awards. He got the Digital Transformation Leadership Award twice by the CeBIT. He has authored and published/presented over 30 papers /research articles. He has nearly thirty (30) years of work experience in Socio-Economic Development. He is currently working on Data Governance, Data Security, Privacy and Confidentiality, building national level digital platforms.

4. PROJECT OVERVIEW/HISTORY OF THE PROJECT

Andhra Pradesh State Civil Supplies Corporation Ltd. is a state agency appointed by the State Government for lifting of Rice and Wheat from FCI and Levy Sugar from factories under PDS. It is the responsibility of the Corporation to undertake transportation, storage and delivery of the stocks under PDS at the door steps of the Fair Price Shop Dealers. The transportation of stocks from FCI/Factories to MLS Points is called Stage-I transportation, which is being undertaken through the District-wise Transport Contractors appointed separately for food-grains and Levy Sugar. The transportation from MLS Point to the door step of the F.P. Shop Dealer is called Stage-II transportation, which is being undertaken through Corporation Vehicles and Stage-II contractors appointed by the Collectors on approval of the rates by Head Office. Beneficiaries face hardships.

5. SITUATION IN CHAMPION'S STATE/ DISTRICT

a. Problems Identified:

- Beneficiaries had to undertake many trips to FPS to take rations.
- FPS misappropriated stocks.
- The sales person did not accord due respect to the beneficiary or sometimes misbehaved.
- The sales person wrongfully overcharged the beneficiaries.
- Deliberate under-weighting of the commodities by sales person.
- Long queues led to undue wastage of time and labour.
- Identifying the genuine beneficiary was a challenge

b. Strategy Adopted: As per the Govt. of India guidelines, detailed study was conducted on various components of the project. For achieving end-to-end computerization of TPDS, the Department of Food & Public Distribution identified 4 key areas :

- ✓ Creation & management of digitized beneficiary database
- ✓ Supply-chain management of TPDS commodities from Food Corporation of India (FCI) till Fair Price Shops (FPS)

- ✓ Sale of TPDS commodities at Fair Price Shops including identification and authentication of beneficiaries and recording of transactions. Through e-POS (electronic Point of Sale)
- ✓ Transparency and grievance redress mechanism

i. Implementation method:

ePoS Phase - I

- Distribution of essential commodities through ePoS devices-cum-Electronic Weighing machines (EWM) was started from 01-04-2015.
- In the 1st phase, 7789 ePoS devices-cum-EWMs were installed at 7789 FPSs in the State.
- With the introduction of EWMs, the cardholders are getting their rightful share of essential commodities with correct weighing.
- In all 7,789 ePoS devices in 1st phase, Iris readers are also integrated to ePoS devices for authentication whenever biometric authentication is not successful.

ePoS Phase – II

- In phase –II, 20,810 ePoS devices-cum-EWMs are installed at 20,810 F.P. Shops.
- 20,810 IRIS readers also supplied to FP Shops for authentication in case of biometric failure.
- Out of total 28,599 FP Shops, 660 FP shops are identified as no signal areas and vendors are instructed to survey with Yagi antennas for signal strength.
- In October 2015, 1,05,37,188 cards holders have drawn their ration through ePoS devices.
- 23,94,972 card holders have not drawn ration for the month of October 2015. This amounts 20,575 MTs (Metric Ton) rice saving.

Andhra Pradesh is the first state in the country in implementing FP Shop. With the implementation of FP Shop Automation, Component I & II are fully implemented under end-to-end computerization as per instructions of GOI.

Krishna District of Andhra Pradesh is the first district in the country to implement ePoS in all the 2157 Fair price shops across the district with the integration of FCI and MLS points through Supply Chain Management System for lifting & distribution of Stock and with ration portability across the district. This system will help in monitoring Sales & Stock availability at every Fair Price Shop. PoS devices are linked with the electronic weighing scale, to ensure delivery of exact quantity commodities to beneficiaries, Implementation of the system has lead to increased transparency accountability and significant reduction in diversion of stocks. The system is operational in the district since March'2015 and stocking of PDS commodities in 2,157 Fair Price Shops (FPS) in District Krishna is being closely and effectively being monitored since March' 2015. Subsequently after successful implementation, the system has been rolled out across the State in all the 13 districts covering 28350 fair price shops. It's an online application with handheld device connected to server with 2G/ 3G sim card to capture aadhaar enabled bio authentication to deliver ration to the beneficiary.

- ii. Communication and dissemination strategy and approach used: It is an online application with handheld device connected to server with 2G/ 3G SIM card to capture aadhaar enabled bio authentication to deliver ration to the beneficiary.

6. MODALITIES OF THE NEW SYSTEM (SOLUTION)

a. Technology Platform used

- i. Description- Application is developed in JAVA open source technology with PostgreSQL as DB
- ii. Interoperability- Through web services
- iii. Security concerns- Application is security audit and Aadhaar User Agency and Aadhaar Service Agency are as per UIDAI Auth 1.6 guidelines and data travels in secured and encrypted format.
- iv. Service Level Agreements (SLAs)- Yes, it is documented & available with Civil Supplies Department.

b. Citizen Centricity

- i. Impact on effort, time and cost incurred by user: User played a vital role in initiating the project and executing the project successfully.
- ii. Grievance mechanism: Online Grievance Portal
- iii. Audit Trails: Audit trail is maintained at the Database level.
- iv. Interactive platform for service delivery: Through Point of Sale devices and through online Portal <http://epos.ap.gov.in>
- v. Stakeholder consultation:
 - Type of stakeholders consulted-
 - Commissioner Civil Supplies Office, Govt. Of AP
 - Chief Minister Office
 - District Supply Officer
 - Collectors/ Joint Collectors
 - Mandal Revenue Officers
 - Dealers
 - Beneficiaries
 - Number of stakeholders consulted- Around 200 stakeholders are consulted
 - Stages at which stakeholder input was sought- Design, development, implementation and feedback
 - Details of user satisfaction study done- Workshops were conducted at various levels to take feedback and refine the application to make it user friendly. CM office has continuously monitored the progress and at the same time collected feedback from the beneficiaries. Regular door-to-door survey is conducted by CMO.

c. **User Convenience**

- i. Service delivery channels (Web, email, SMS etc.)- Through WEB and SMS
- ii. Completeness of information provided to the users- Through Transparency portal, MIS reports, mobile App, SMS and through reports in the PoS device.
- iii. Accessibility (Time Window)- Details of accessibility is maintained in the database for analysis and reports
- iv. Distance required to travel to Access Points-Card holders are mapped to the nearby Fair Price Shops but they can avail their benefits from any shop through portability option
- v. Facility for online/offline download and online submission of forms- As Aadhaar doesn't allow to store data, online method is used for authentication and transactions
- vi. Status tracking- Status can be tracked through reports in the ePOS device, Mobile APP through SMS provided on success or failure of a transaction. All transaction can be viewed through transparency portal <http://epos.ap.gov.in>

d. **Efficiency Enhancement**

- Volume of transactions processed-Around 1.84 crores transactions per month.
- Coping with transaction volume growth- With high end servers and optimized queries and applications, streaming replication with DR facility
- Time taken to process transactions- On an average 2 minutes for transaction retrieval of ration card details, beneficiary authentication selection of multiple commodities (rice, sugar, atta, oil) weighing of ration (connected through Bluetooth) receipt generation
- Accuracy of output- Accurate and as per the defined format and standards of the Civil supply Department
- Number of delays in service delivery- 1% due to network related issue and in case of maintenance at UIDAI
- Cost to User- Servers and ePoS devices (including weighing and iris reader) for hosting and execution of the application are provided by Department of Food and Civil Supplies to all Fair Price Shop dealers and maintenance contract of the device for the period of 5 years.
- Citizen Charter -Citizen Charter is being followed as per the guidelines of the Department of Food & Civil Supplies.
- Problem Resolution and Query Handling- 24/7 help desk at State level and district level.
- Privacy & Security Policy -Encryption of data and also digital signature to sign the seeding transaction.

e. **Innovation**

In this application, TPDS schemes are implemented by Aadhaar authentication with biometric and iris authentication. At ePOS level the application is provided bilingual - in English and local language to the user. For disabled people, voice message at each step of the process is provided. For single and bed ridden patients, old persons Village Revenue Officer authentication is provided and ration will be delivered at

their door steps by the Govt. Administration. In case of Biometric failure, IRIS and Fusion Finger authentication is provided.

f. Sustainability

Application is well streamlined and manual process has been replaced with the Aadhaar enabled authentication process for issue of ration through PoS device across all the FPS for the last one year without any constraints.

7. IMPACT ON THE STAKEHOLDERS/BENEFICIARIES

a. To organization

Andhra Pradesh is the only state to implement total solution in Public Distribution System to deliver PDS using Aadhaar based authentication. Aadhaar seeding has resulted in one time savings of Rs. 480Cr per month by identifying unique beneficiaries; otherwise it would have been recurring expenditure on Govt. exchequer every month. By implementing fair price shop automation in FCS Dept., Govt of AP has earned the top position in the country as the only State to implement online Aadhaar enabled PDS across all the FPS in the State and saved Rs. 1028 Cr for 2015-2016. It has helped in improving transparency and accountability in the PDS.

Aadhaar based PDS distribution System – Profile of Andhra Pradesh State

Districts	13
Divisions	49
Mandals	670
Villages	17,751
FP Shops	28,942
Online Shops	28,321
Offline Shops	621
NFSA Cards	95,71,660
State PDS Cards	39,59,777
Total No. of Cards	1,35,30,437
Total No. of Units	3,82,91,110
Seeding Percentage	99.94%

Savings Chart for a period of 6 months from June - December 2015

Commodity	Closing Balance (Qty. in MT's) (April 2014- March 2015)	Closing Balance (Qty. in MT's) (April 2014- March 2015)	Savings (Qty. in MT's)	Value of Savings	Rate per MT (in Rs.)
Rice	14743	192430	177687	533.06	30,000
Sugar	469	9363	8894	18.41	18,500
Wheat	810	5282	4471	6.93	15,500
Total				558.40	

b. To citizen

- ✓ Direct benefit to the genuine beneficiary
- ✓ Ration portability to avail ration from any Fair Price Shop across the State.
- ✓ Ration can be availed any number of times within the limits of entitlement.

c. Other stakeholders

Ration is delivered with the help of Aadhaar authentication to Integrated Child Development Scheme (ICDS) and Mid-Day Meal (MDM) schemes.

8. FUTURE ROADMAP/SUSTAINABILITY

- Standardization of the Aadhaar enabled Public Distribution System.
- Replication in Haryana, Tripura and other states in the country.
- The system is being converted into a cloud enabled national digital platform and also as customized State level service for use by different States.
- Project is being integrated with cashless mode for the payment.
- Project is being modified to ensure compliance to the UIDAI security guidelines to ensure high security and confidentiality of the personal data.
- Measures are incorporated in the system to serve the handicapped, old aged, and sick consumers.
- Device agnostic, open technologies based, mobile based Aadhaar enabled DBT solution devised to reduce the capital expenditures and operating expenses while rolling out the solution to other States.
- Project to all food and nutrition based projects of the Government of India, where food grains are distributed to the fair price shops, i.e., Midday Meal Schemes for school children and ICDS for the expectant mothers and children.
- Project is being extended to distribute other essential commodities to the poor through the fair price shops.
- Project is being extended to distribute food items as gifts to BPL population during festivals by the Government.

9. APPENDIX

[Status as on November 2017]

Aadhar ePDS being implemented in other states:

1. Tripura

AePDS in Tripura started in Oct 2017

Total Cards: 9,23,491

Availed Cards: 117

Portability Cards: 115

Total Shops: 2,557

Link: <http://epostr.gov.in>

2. Punjab

AePDS in Punjab was started in Oct 2017.

Total Cards: 99,007

Availed Cards: 402

Portability Cards: 0

Total Shops: 110

Link: <http://epos.hry.gov.in/PB>

3. Haryana

Haryana is using AePDS since April 2017

Total Cards: 29,64,040

Availed Cards: 1,88,252

Portability Cards: 39,095

Total Shops: 9,448

Link: <http://epos.hry.gov.in>

4. AePDS in Sikkim is under pilot testing and will be launched in Nov 2017.

5. International teams have visited Vijayawada AP for study of AP AePDS, which include teams from Tanzania, Morocco, UN, World Bank, UIDAI. Also, there are enquiries for implementing a similar PDS from Libya.

10. Teaching Notes

Aadhaar Enabled PDS- initiative by GoAP for cashless payments through Jan Dhan Aadhaar Mobile (JAM) by beneficiaries of the Public Distribution System (PDS) to fair price shop merchants based on biometric authentication

1. OVERVIEW

Government of India provides subsidized food and fuel to the targeted family covering BPL, and AAY groups under Targeted Public Distribution System (TPDS). The system is not able to reach real beneficiaries due to wrongful exclusion, inclusion, large-scale pilferage, duplicates and ghost beneficiaries and lack of identity of real beneficiaries. The Government of Andhra Pradesh seeks to implement cashless payments using existing biometric terminals in selected fair price shops in Vijayawada, Krishna district through AEPS.

This will be aimed at demonstrating cashless payments JAM (Jan Dhan Aadhaar Mobile) by beneficiaries of the public distribution system (PDS) to fair price shop merchants based on biometric authentication. It will be implemented in all FPS outlets in Krishna district.

Government of Andhra Pradesh has successfully implemented Aadhaar enabled Public Distribution System in all Fair Price Shops (28,350) across the State and its well stabilized for the last few months. On an average, 20-25 lakhs transactions takes place during first week of every month and by 10th of every month, 85 percent beneficiaries across the State avail their ration in one go. AePDS upgraded to JanDhanPDS by integration of Jan Dhan Accounts of beneficiaries with the dealer account for seamless transfer of money using AEPS using onus or off-us transactions. This is the only of its kind in entire country to implement JAM technology in PDS.

Public Distribution System (PDS) is a social security mechanism for providing essential commodities to eligible beneficiaries at subsidised prices. While GoI allots food grains (rice and wheat) and levy sugar to State Government from time to time under various PDS schemes, State Government has been topping it up with the issue of rice, red gram dal, kerosene and palm olein oil to BPL families at subsidised prices.

All fair price shops in the districts are equipped with a PoS device with GPRS connectivity. BPL beneficiary can take her/ his rations (as per entitlement) at any FPS on the success of Bio/ fusion finger/ Iris authentications. BFD (Best Finger Deduction) facility is provided in the system to reduce the failure rate of authentication.

2. TEACHING OBJECTIVES

➤ Learning Objectives

- As-Is situation analysis and identification of pain points in the existing labour laws and their implementation.
- Importance of innovation and technology to bring transparency and proper accountability.

➤ Challenges/Issues Faced

Even though the genuine beneficiaries were getting their entitlements, they faced hardships due to the following reasons-

- Beneficiary used to find FPS shop closed when the he wants to take rations, leading to additional trips.
- FPS declares 'no stock' even when the FPS has sufficient stocks, leading to additional trips.
- The sales person does not accord due respect to the beneficiary or sometimes misbehaves.
- Overcharging – The sales person charges more than what is chargeable.
- Deliberate under-weighting of the commodities by sales person.
- Beneficiary may need to spend at least half a day to take commodities because of long queues.

➤ Ways to Improve the Situation

As per the Government of India guidelines, detailed study was conducted on various components of the project. For achieving end-to-end computerization of TPDS, following strategies were formulated-

- Creation & Management of digitized beneficiary database
- Supply-Chain Management of TPDS commodities from Food Corporation of India (FCI) till Fair Price Shops (FPS)
- Sale of TPDS commodities at Fair Price Shops including identification and authentication of beneficiaries and recording of transactions. Through e-POS (electronic Point of Sale)
- Transparency and Grievance Redressed Mechanism

3. SUGGESTED QUESTIONS & ANALYSIS

a) What are the data points that must be taken into consideration for the development of the application?

- Population demographics of the state and the database of targeted families covered under BPL and AAY groups under TPDS
- Coverage of the delivery centres i.e., FPS
- Schemes of subsidised food and fuel being provided
- Expectation of citizens to understand what all facilities they would want from their convenience point of view

b) What are the innovative features that make the initiative unique?

In the application, TPDS schemes are implemented by Aadhaar authentication with Biometric and Iris authentication. The innovative features of the project are-

- Bilingual in English and local language to the user. For disabled people, voice message at each step of the process is provided.
- For single and bed ridden patients, old person Village Revenue Officer authentication is provided and ration will be delivered at their door steps by the Govt. Administration.
- In case of Biometric failure, IRIS and Fusion Finger authentication is provided.
- Aadhaar based online authentication of beneficiary.
- 99.94% aadhaar seeding with ration card management system.
- Four different modes of authentication types- Bio Auth Fusion, Finger, IRIS & VRO.
- Bed ridden and leprosy patients are provided with VRO authentication. Covered in entire State.

c) What has Aadhaar Enabled PDS made in the earlier system?

Around 90% (3.25 Crores) of the total State population is covered under ePDS scheme and a total of 28350 fair price shops.

S.No.	Indicator	Earlier AePDS	After AePDS
1	Sale of PDS commodities to BPL beneficiaries	99-100%	86-87%
2	Sale of kerosene	100%	55- 60%
3	Average number of trips to fair price shops to take different commodities	4 - 5	1
4	Portability within and across the districts.	NIL	7.29%
5	No. of beneficiaries benefited by Portability	NIL	852623
6	Quantity, Cost & Time of distribution	At the mercy of the dealer	Electronic weighing machines & Stock movement in time
7	Transparency	Dependent on FPS dealer	Portal, SMS & Mobile App
8	Social Factor	Does not exist	Ensures Proper utilization
9	ICDS, Social welfare hostels, other institutions, MDM	NIL	Enabled

4. Classroom Management

➤ Group Discussion

Divide the participants in groups of 4 -5 and discuss the case on following aspects. Each group should take one aspect:

1. Discuss Change management and Communication as some of the key factors to project success, i.e., ration distribution and payment system is online rather than offline as in the earlier process
2. Challenges, issues and risks if the project is to be rolled across other States, for example- ease in use of the application by beneficiaries
3. What is next in the project?

Organise open brainstorming session regarding how this project can be evolved and replicated in other States. Each group should present their findings in a short 5-10 minutes presentation afterwards.

➤ **Group Activity (30 -40 minutes)**

Make two groups of participants. One group has to act as major stakeholders, i.e., beneficiaries i.e., the targeted families and groups and FPS i.e., ration distributors and other to act as Government.

Major Stakeholders: The task of the stakeholder group is to come up with novel and different (but realistic) service requirements that they want from a project like AePDS. They should consider all the problems they face or they can face in future and build up a suggestion around them. They should also build a justifiable timeframe against each service they want to build in the system.

Government: The task of the Government group is to see how they can provide such services within shortest possible time. They should hold discussion with stakeholders to devise roadmap and implementation plan.

The objective of this exercise is to highlight expectations of stakeholders and the readiness of Government in meeting them. It is a role play type of exercise which offers plenty of flexibility in the way services can be further augmented.

Hands On/ Field Training (if required): Training to beneficiaries for secure and correct transactions and to FPS for use of the portal to issue ration using aadhaar system. Within Group activity, workshops and group training to be incorporated to ensure ease of use of application by FPS and smooth transactions by the beneficiaries for ration.

➤ **Summary- Key lessons learnt (15 minutes)**

Each participant shall write down a summary in not more than 500 words highlighting key learning from the case.

<><><><><>

ABBREVIATIONS

JAM	Jan Dhan Aadhaar Mobile
PDS	Public Distribution System
BPL	Below Poverty Line
AAY	<i>Antyodaya Anna Yojana</i>
TPDS	Targeted Public Distribution System
AEPS	Aadhaar enabled Payment System
FPS	Fair Price Shops
POS	Point of Sale
BFD	Best Finger Deduction
MLS	Mandal Level Stock
MT	Metric Ton
FCI	Food Corporation of India
e-POS	electronic Point of Sale
EWM	Electronic Weighing machines
ICDS	Integrated Child Development Scheme
MDM	Mid-Day Meal
DBT	Direct Benefit Transfer
UIDAI	Unique Identification Authority of India
SLA	Service Level Agreement
CMO	Chief Minister's Office
SMS	Short Message Service
MIS	management information system