



Part-I

Recommendations Report of the Committee on Cadre Restructuring of PA/SA, LSG, HSG-II, and HSG-I posts in the Post Offices (POs), Railway Mail Service Offices (RMS) and Circle/Regional Offices



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CHAPTER-1

Executive Summary

1.1 Introduction

The Department of Posts has initiated a comprehensive cadre restructuring exercise to review the organisational structure of the PA/SA, LSG, HSG-II and HSG-I cadres across the Postal, Railway Mail Service (RMS) and Circle/Regional Offices (CO/RO). The restructuring aims to correct long-standing structural imbalances, address stagnation in promotions, and align the cadre hierarchy with present functional realities of a modern, technology-driven postal system.

Originally, the Committee was constituted vide Directorate Office Order No. Q-25/18/2025-PE-I-DOP dated 03.06.2025 and reconstituted on 15.07.2025. Subsequently, vide Directorate communication dated 21.08.2025, the Terms of Reference were revised, expanding the scope from RMS and CO/RO to include Post Offices, thereby making it a comprehensive cadre restructuring covering all operational and supervisory posts of Group 'C'.

This exercise builds upon earlier restructuring efforts undertaken in 2016 for the Postal Side and subsequent reviews that remained pending for RMS and CO/RO. The current review, therefore, represents the unified study of all three wings, with an objective to evolve a balanced, pyramidal and future-ready structure that ensures both functional efficiency and equitable career progression.

1.2 Evolution of Cadre Restructuring for PA/SA Cadres in the Department

Cadre restructuring in the Department of Posts has been a long-standing policy exercise aimed at balancing functional requirements with the legitimate career aspirations of employees. Over time, the Department has periodically reviewed its manpower structure to ensure that organisational efficiency and career progression are maintained across operational and supervisory levels.

The Shri V. P. Singh Committee (2014) highlighted a significant imbalance between operative and supervisory staff, with 87 percent of officials in operative grades and only 13 percent in supervisory positions. It recommended revising this ratio to 65 percent operative and 35 percent supervisory to reduce stagnation and improve promotional avenues. Based on these recommendations, cadre restructuring was implemented for Postal Assistants in 2016.

When the same framework was proposed for the Railway Mail Service (RMS), Savings Bank Control Organisation (SBCO) and Circle/Regional Offices (CO/RO), the Department of Expenditure (DoE) sought detailed functional justification for each proposed upgradation. Despite repeated submissions, approval could not be accorded due to ambiguity on functional need and utilisation of upgraded posts.

The cadre composition in these units has therefore remained heavily weighted towards operative posts, resulting in prolonged stagnation and limited promotional opportunities. To address these structural gaps, subsequent committees—including the Charles Lobo Committee (2019–2021)—were tasked with examining functional requirements specific to RMS, SBCO and CO/RO cadres, taking into account IT modernisation, parcel network expansion and evolving administrative responsibilities.

1.3 Formation of the Current Committee

Recognising the continuing need for cadre restructuring and in view of the Department of Expenditure's requirement for detailed functional justifications, the Department of Posts constituted a fresh Cadre Restructuring Committee vide Office Order No. Q-25/18/2025-PE-I-DOP dated 03.06.2025, which was subsequently reconstituted on 15.07.2025 and its scope revised on 21.08.2025 to undertake a comprehensive review of PA/SA, LSG, HSG-II and HSG-I grades across Post Offices, Railway Mail Service, and Circle/Regional Offices.

The revised composition of the Committee is as follows:

1. **Chairperson:** Shri K. Prakash, Chief Postmaster General, Karnataka Circle
2. **Members:**
 - i. Shri G. Natarajan, Postmaster General, Chennai City Region, Tamil Nadu Circle;
 - ii. Ms. Kaiya Arora, DPS, Mumbai Region, Maharashtra Circle.
3. The Committee has also been empowered to co-opt additional officers as required to support its work.

The current cadre restructuring aims to comprehensively review and reorganize PA/SA, LSG, HSG-II & HSG-I posts in Post Offices, Railway Mail Service and Circle/Regional Offices, ensuring a pyramidal structure that balances functional efficiency with fair promotional opportunities. It seeks to provide functional justification for supervisory posts in emerging areas such as Parcel Hubs, BNPL/BPC centres, IDCs, Mails Marketing, and IT-enabled monitoring, while safeguarding the strength and prospects of feeder cadres. At the same time, the proposal emphasizes financial viability by linking costs with efficiency gains and improved service quality, and ensures compliance with DoPT and DoE guidelines.

1.4 Objectives of the Current Restructuring Exercise

The objectives of the present cadre restructuring exercise are:

- I. **Restructuring and review of cadres** – To undertake a composite cadre review and propose restructuring in the Postal Assistants/Sorting Assistants (PA/SA), Lower Selection Grade (LSG), Higher Selection Grade-II (HSG-II), and Higher Selection Grade-I (HSG-I) posts in Postal, RMS and Circle/Regional Offices in line with functional requirements and future needs.
- II. **Pyramidal structure** – To evolve a clear and pyramidal structure that ensures functional efficiency at each level and adequate promotional avenues, maintaining a suitable ratio between feeder and promotional grades.
- III. **Functional justification** – To provide functional justification for supervisory posts in emerging and specialized areas such as Parcel Hubs, BNPL/BPC centres, International Delivery Centres (IDCs), Mails Marketing roles, and IT-enabled monitoring functions.
- IV. **Safeguarding feeder cadres** – To ensure that restructuring does not adversely affect the strength and promotional prospects of feeder cadres.
- V. **Financial viability** – To assess the financial implications realistically and link them with efficiency gains, improved supervision, and better service quality.
- VI. **Policy compliance** – To align proposals with guidelines of Department of Personnel & Training (DoPT) and Department of Expenditure (DoE).

1.5 Terms of Reference (ToR) of the Committee

As per the Directorate's Letter No. Q-25/18/2025-PE-I-DOP dated 03.06.2025, and subsequent letter dated 21.08.2025, which revised the Terms of Reference, the Committee was tasked to undertake a Composite Cadre Review of PA/SA, LSG, HSG-II and HSG-I grades in Post Offices, Railway Mail Service and Circle/Regional Offices.

The revised Terms of Reference are as follows:

- I. Study the existing structure and job description of PA/SA, LSG, HSG-II & HSG-I posts in Post Offices, Railway Mail Service and Circle/ Regional Offices.
- II. Make Recommendation for Cadre Restructuring of PA/SA, LSG, HSG-II & HSG-I grades in Post Offices, Railway Mail Service, Circle/ Regional Offices, in accordance with the guidelines issued by the DoPT/ Department of Expenditure on the subject.

1.6 Methodology

The Committee adopted a data-driven and consultative methodology in formulating its recommendations. Cadre-wise information on sanctioned strength, vacancies, stagnation, workload, and functional requirements was collected from all Circles and analysed to develop evidence-based proposals. This helped identify structural imbalances, promotional bottlenecks, and the uneven distribution of supervisory posts across Postal, RMS, and CO/RO units. The Committee also engaged with Directorate divisions, field units, and recognised staff associations to incorporate diverse perspectives. Written representations from staff unions were carefully examined to balance functional justification with employee aspirations, while direct consultations provided valuable insights into field-level realities.

The approach also considered the Department's evolving environment—marked by IT modernisation, expansion of parcel and logistics operations, financial inclusion initiatives, and new citizen service delivery responsibilities. The changing profile of recruits under the 2022 Recruitment Rules, with higher educational qualifications and digital proficiency, was also factored into the design of future supervisory structures. The Committee reviewed earlier reports, analysed the roles of PAs, SAs, LSG, and HSG officials, and evaluated different supervisory-to-operative ratio models based on workload and nature of operations. This comprehensive process ensured that the final recommendations are both functionally justified and administratively practical, aligning with the long-term goals of efficiency and fairness within the Department.

The recommendations of the Committee have been presented through three distinct reports.

- I. The First Report, which is the current volume, provides the Executive Summary of the Committee's detailed study along with its final recommendations.
- II. The Second Report contains the comprehensive study of the Committee, including detailed data analysis, summaries of the resources and references relied upon, representations received from staff associations, and the final set of recommendations in full context.
- III. The Third Report, titled "Report of Annexures," compiles the key resources, data tables, and documentary annexures prepared or referred to by the Committee during the course of its work.

Together, these three reports present a complete account of the Committee's deliberations, analysis, and conclusions on the Composite Cadre Review of PA/SA, LSG, HSG-II and HSG-I grades across Post Offices, RMS, and Circle/Regional Offices.

1.7 Observations

The Committee's review combined data analysis, field observations, and stakeholder inputs from all three functional streams — Postal, Railway Mail Service (RMS), and Circle/Regional Offices (CO/RO). The deliberations were guided by the Department of Personnel & Training's cadre-review principles and the Department of Expenditure's requirement that any proposal must be functionally justified and financially sustainable. The following consolidated observations form the analytical bridge between the earlier chapters and the Committee's final recommendations.

1.7.1 Overall Structural Context:

The Department's existing cadre architecture has evolved through distinct historical phases. The Postal side underwent rationalisation in 2019, while similar reforms in RMS and CO/RO were deferred for want of updated functional justification. As a result, the organisation today functions with asymmetric hierarchies: a relatively balanced pyramid in Postal operations, a compressed one in RMS, and a depleted supervisory layer in CO/RO.

This divergence has created differential career progression, uneven supervisory coverage, and fragmented human-resource management across the three streams.

1.7.2 Pyramidal Structure and Cadre Distribution

Data furnished by Circles show that the proportion of supervisory to operative posts varies widely. In the Postal side, the share of supervisory positions is broadly adequate, whereas in RMS and CO/RO offices it remains well below functional norms. The imbalance has led to extended stagnation and reduced accountability at field level.

The Committee notes that a gradual and proportionate tapering of posts across levels is essential to sustain promotion flow and ensure that each tier carries clear supervisory and operational responsibility. Such recalibration must also preserve the operative base, avoiding any weakening of front-line capacity in mail handling and customer service.

1.7.3 Stagnation and Career Progression

Analysis of service-length data reveals that the average time taken for an official to secure the first promotion has increased several-fold compared with Recruitment-Rule norms. The Modified Assured Career Progression (MACP) scheme has provided financial relief but not functional advancement, leading to officials drawing higher pay levels while continuing to perform base-grade duties.

The Committee observes that stagnation is now both a personnel-management and productivity concern. Timely promotion strengthens motivation, renews skill application, and ensures balanced deployment of experience within the organisation.

Therefore, any restructuring must restore a realistic promotion timeline consistent with functional requirements.

1.7.4 Functional Realities and Technological Transformation

The Committee recognises that the Department's operational landscape has been transformed by technology: integrated systems such as CSI, Finacle, IPVS, DakPay, and HRMS have redefined how services are delivered and monitored.

In RMS, parcel and logistics operations increasingly rely on real-time data and dashboard analytics; in CO/RO offices, budgeting, vigilance, and HR control functions are technology-enabled.

However, cadre designations and work norms have not yet evolved to reflect these responsibilities. The Committee therefore suggests that the forthcoming structure should explicitly recognise technology-based roles—including digital coordination, system supervision, and performance analytics—within existing grades, accompanied by suitable training and competency mapping under Mission Karmayogi.

1.7.5 Inter-Stream Parity and Functional Distinctiveness

The Committee's comparative analysis shows that while functional contexts differ, the underlying competencies of Postal Assistants, Sorting Assistants, and CO/RO Assistants are largely similar: all are recruited through identical eligibility standards and perform duties of comparable complexity. Yet the opportunities for progression and recognition vary sharply among them.

Maintaining functional distinctiveness—Postal as customer-facing, RMS as network-oriented, and CO/RO as administrative—remains important, but parity in career opportunity and grade structure is equally essential for institutional coherence. The Committee considers that harmonisation across the three wings will promote interoperability, consistent service quality, and a sense of organisational unity.

1.7.6 Cross-Cadre Mobility and Convergence

A recurring issue highlighted in staff representations is the limited cross-mobility between Postal, RMS, and CO/RO cadres. The existing segregation restricts exposure, learning, and career growth, and perpetuates disparities in promotion timelines. Past instances—such as the successful integration of the SBCO cadre with the Postal side—demonstrate that carefully designed horizontal mobility can strengthen both efficiency and morale.

The Committee observes that many duties at the Assistant level are now overlapping across operational streams. Enabling structured cross-posting or lateral transfer at comparable grades would help develop multi-domain competence, distribute manpower flexibly, and reduce stagnation hotspots.

Accordingly, while maintaining cadre integrity for operational purposes, the Committee supports progressive convergence through a unified framework—whether

by merger or by interoperable mobility—so that officials can be deployed where their skills are most needed. This concept provides the logical transition to the recommendations for creating a unified cadre framework in the following chapter.

1.7.7 Financial and Administrative Prudence

Throughout its deliberations, the Committee remained guided by the principle that restructuring should be functionally justified yet financially neutral. Since a large proportion of employees already draw higher pay levels under MACP, most proposed upgradations would be nominal rather than fiscally additive. The emphasis, therefore, is on redistribution of existing posts and rational utilisation of manpower rather than expansion of establishment.

This approach ensures sustainability and conformity with Department of Expenditure norms while allowing the organisation to reap efficiency gains through better-aligned hierarchies.

1.7.8 Motivation, Capacity, and Organisational Readiness

The Committee finds that improved career progression, clearer role definition, and cross-functional exposure will significantly enhance motivation. A motivated and technically capable workforce is critical for sustaining the Department's expanding business portfolio and service obligations. The proposed restructuring is therefore conceived not merely as a personnel measure but as a strategic investment in institutional capacity building.

1.7.9 Concluding Observation

The Committee's analysis confirms that the Department's cadre structure has reached a point where incremental adjustments will no longer suffice. A harmonised, forward-looking framework—one that balances parity with practicality, encourages cross-mobility, and recognises new functional realities—is essential for the next phase of organisational evolution. These observations provide the basis for the Committee's recommendations in the next chapter, which outline a unified, competency-based cadre design intended to strengthen functional efficiency, ensure fairness across streams, and prepare the Department of Posts for the operational and technological challenges of the coming decade.

CHAPTER-2

Recommendations of the Committee

The Committee, after careful analysis of the existing structures in Post Offices, Railway Mail Service offices, and Circle/Regional Offices, examined in detail the sanctioned posts, promotional hierarchies, Recruitment Rules, and the defined roles of officials across various grades. Attention was also given to stagnation profiles, long-vacant posts, financial implications, functional responsibilities, and the impact of new departmental initiatives. In addition, representations from unions and associations were carefully considered, and extensive deliberations were held. Based on this comprehensive review, the Committee proposed its recommendations:

The recommendations in this chapter address the core aspects of cadre management and functional restructuring. They include proposals for the merger of Postal Assistant and Sorting Assistant cadres into a single unified structure; the rationalisation of supervisory posts across Postal, RMS and CO/RO units; and the creation of a balanced promotional hierarchy consistent with DoPT and DoE norms. The chapter further covers the revision of Recruitment Rules, realignment of training frameworks, promotion procedures for supervisory grades, fixation of inter-se seniority, and the redefinition of supervisory roles to include both operational and oversight functions. Collectively, these measures are aimed at establishing a cohesive and future-ready cadre structure that ensures equity, efficiency and uniform career progression across all wings of the Department of Posts.

2.1 Merger of Postal Assistant and Sorting Assistant Cadres

The Committee proposes the merger of the Postal Assistant and Sorting Assistant cadres, along with a horizontal integration of their promotional grades such as HSG-I, HSG-II, LSG and Assistant. It is further suggested that the cadre be redesignated with a common nomenclature that reflects the diverse roles performed by its officials across the Department. For the purposes of this report and its recommendations, the unified cadre may be referred to as **India Post Associate**.

The Committee proposes to merge the entry grades of Postal Assistant (PA) and Sorting Assistant (SA) as the first step towards cadre unification, to be followed by the merger of supervisory grades (LSG, HSG-II and HSG-I) after the increased posts are filled and modalities relating to inter-se seniority, relaxation of Recruitment Rules and related aspects are finalised. These elements are discussed in detail in the subsequent recommendations.

Further, the Committee recommends immediate relaxation of restrictions on cross-cadre mobility i.e., between PA(PO), SA & PA (CO/RO) under Rule-38 transfers,

allowing such transfers at the entry level (PA/SA) to create a pre-merger transitional phase. This would facilitate gradual integration of personnel across Postal, RMS and CO/RO streams and ensure a smooth implementation of the unified cadre structure.

Rationale:

Recruitment to both Postal Assistant and Sorting Assistant posts follows similar Recruitment Rules, eligibility criteria and selection procedures, yet the cadres remain separated across functional streams. At the Assistant level, the duties, required competencies, and professional capacities are broadly comparable, with variation arising only from the nature of the office (Eg. Sub Post Office/ Parcel Hub) or activity (Eg., Counter operations/ Sorting) in which the official is posted. While officials undergo rotational transfers roughly every three years and are expected to adapt to varied roles, the absence of cross-mobility between the Postal, RMS, and CO/RO streams has led to unequal promotional opportunities and slower advancement, particularly in RMS and CO/RO.

While cadre restructuring was implemented in the Postal side from 2016, the same could not be extended to RMS and CO/RO due to lack of clarity w.r.t functional justification. Subsequently, cadres from SBCO and FPO were merged into the Postal side in 2023 to form a unified cadre of Postal Assistants, which created apprehension among RMS and CO/RO staff who continued to face limited promotional opportunities.

Given that the supervisory roles across these segments vary mainly in their operational context rather than in their core supervisory functions, the Committee is of the view that establishing a unified Associate cadre will strengthen the supervisory framework of the Department. The proposed structure will create a broader pool of supervisory posts, facilitating balanced career progression, optimum utilization of manpower, and uniform supervisory standards across all operational wings of India Post. It will also promote faster and more equitable promotions among officials of the Postal, RMS, and CO/RO streams, ensuring functional parity and cohesion within the unified cadre. This is also expected to reduce the Department's establishment cost on maintaining various registers, reports, and other related records, as these will henceforth be maintained for a single unified cadre.

Further, the Committee also proposes to merge the entry grades of PA and SA as the first step towards cadre unification, followed by the merger of supervisory grades once the additional posts are filled and modalities for inter-se seniority and Recruitment Rule relaxation are finalised. To facilitate this transition, the Committee further recommends immediate relaxation of restrictions on cross-cadre mobility under Rule-38 transfers at the entry level (PA/SA), enabling a pre-merger transitional phase and a smoother integration of personnel across the three streams.

2.2 Rationalising Supervisory Grades Strength to 31.58% of Unified cadre & Identification of Supervisory Posts:

The Committee proposes to rationalize supervisory posts within the new Unified Cadre at a level of 31.58% of the total cadre strength, by increasing supervisory positions in Circle and Regional Offices to 16.66% of their respective existing cadre strengths. This rationalization is expected to result in the upgradation of approximately 1,565 posts from Time Scale to Supervisory Grades. The identification and allocation of these posts shall be undertaken by the respective Circles, based on functional requirements and manpower deployment. While identifying these posts, due care shall be taken to ensure that the operative strength in Postal, RMS, and CO/RO units is not adversely affected.

(Note: These additional supervisory posts shall, in the initial phase, be filled by officials belonging to the existing CO/RO and RMS cadres. This aspect is discussed further under Recommendation No. 2.5.)

Rationale:

The Committee observed that the Postal side already has an adequate number of supervisory posts, whereas the RMS and CO/RO offices have a relatively limited supervisory structure. In view of the sensitive nature of mail and parcel operations in RMS units and the critical administrative support functions performed by Circle and Regional Offices, the Committee recommends an increase in supervisory positions in these segments.

After examining the existing establishment norms applicable to RMS and Circle/Regional Offices, the Committee proposes that one supervisory post be sanctioned for every six clerical posts. This ratio differs from that of the Postal side due to the distinct supervisory pattern and functional nature of work in RMS and CO/RO units. In the Postal side, supervisory hierarchy is tiered, with roles differentiated across grades depending on the range of operations and levels of supervision required. In contrast, in RMS and Circle/Regional Offices, supervision is function-based rather than hierarchical, depending on factors such as number of clerical staff, workload, working hours, and sensitivity of operations. For instance, in RMS sets, the supervisory grade (HSG-II or LSG) varies according to the volume of mail, number of bags handled, and duty patterns; similarly, in Circle and Regional Offices, supervisory grade allocation is determined by the nature and criticality of work. Hierarchical supervision (where LSG officials report to HSG supervisors) is uncommon, and in RMS offices, supervision is further supported by IP/ASPs.

Accordingly, the Committee proposes that supervisory posts in CO/RO units be increased to 16.66% of the existing cadre strength, while status quo may be maintained for the Postal side. Following the unification of cadres and restructuring of grades, the overall supervisory strength in the unified cadre will stand at 31.58%, resulting in the upgradation of 1,565 posts — comprising 161 posts in CO/RO and 1,404 posts in RMS.

Functional Justification:

RMS handles highly sensitive consignments such as examination question papers and answer sheets of major organizations including UPSC, CBSE, NEET, NIOS, and IGNOU. The Department of Posts is a trusted partner of national recruiting and examination bodies such as UPSC, CBSE, and the National Testing Agency, and currently manages question papers and answer sheets for nine critical UPSC examinations including the Civil Services, NDA, CDS, and Engineering Services. These consignments are processed and transmitted through Parcel Hubs (L-1 and L-2) and Transit Mail Offices (TMOs). In addition, RMS hubs handle parcels connected with important Government of India initiatives such as PM Vishwakarma.

Given the sensitivity of these operations, there is a clear need to strengthen the supervisory framework in Parcel Hubs (L-1 and L-2) and TMOs. Furthermore, a large volume of government identity and citizen-service documents such as Aadhaar, PAN, Passports, and Electoral Photo Identity Cards (EPIC) are processed in National Sorting Hubs (NSHs) and Intra-Circle Hubs (ICHs). Several State Government documents, including Driving Licences and Public Distribution System (PDS) identity cards, are also routed through these hubs. The Department plays a pivotal role in the secure transmission of identity credentials and documents related to Direct Benefit Transfer (DBT) schemes.

In view of this sensitivity, the role of supervisors becomes crucial in ensuring procedural adherence, error detection, abstraction prevention, and overall system integrity. Supervisors provide the critical layer of oversight that safeguards accountability and reliability at every stage of handling. Accordingly, the number of supervisory posts in Parcel Hubs (L-1 and L-2) and NSH/ICH units needs to be increased. The recent entrustment of NEET examination consignments to the Department and the smooth execution of their delivery further reinforce the need for enhanced supervisory presence in these facilities.

Similarly, Business Post Centres that perform direct bagging functions equivalent to sorting offices, and BNPL Hubs that handle sensitive documents such as passports, PAN cards, and EPICs, also require additional supervisory positions to maintain efficiency and security.

There is also a need to strengthen supervision in the Head Record Offices and Divisional Offices of RMS. Posts dealing with sensitive matters such as vigilance, accounts, complaint redressal, and stores should be identified as supervisory-level positions in addition to their clerical responsibilities.

In light of the proposed merger of the Motor Mail Service (MMS) with RMS, key operational roles in MMS—such as Control Room OA and Store Officer/In-Charge—may be designated as supervisory posts. Since MMS operations involve the movement of sensitive materials, handling of cash, and schedule management, these roles demand greater responsibility and oversight. Aligning them with the LSG level, which combines supervisory and clerical functions, will ensure effective monitoring while retaining operational efficiency.

The Department has also initiated measures to streamline delivery operations by creating Integrated Delivery Centres (IDCs) under Postal Divisions. These units perform both sorting and delivery functions. After the merger, some of the newly upgraded supervisory posts may appropriately be positioned in selected IDCs, where the experience of RMS supervisors will be valuable in ensuring operational efficiency and accountability.

Within CO/RO, branches handling sensitive subjects such as Staff, Recruitment, Vigilance, Legal, Investigation, Stores, Procurement, and Public Grievance Redressal should be managed by officials in the LSG grade. These branches require experienced personnel capable of handling complex matters with accountability. The proposed increase in supervisory posts will also make it possible to designate a portion of LSG posts as LSG-IPAs, ensuring that seasoned departmental officials are deployed in key functional areas.

The Committee recognizes the need to strengthen supervision in RMS and Circle/Regional Offices in view of changing operational requirements. With the proposed merger, supervisory posts may be created or reidentified in Integrated Delivery Centres (IDCs) and in new service initiatives such as Day-Definite Delivery (DDD), Next-Day Delivery (NDD), and marketing functions. The integration of Registered and Speed Post operations, the expansion of parcel and logistics services, and the increased role of the Road Transport Network (RTN) also require additional supervisory oversight. These changes justify a higher proportion of supervisory posts to ensure efficient operations, functional accountability, and a balanced organizational structure across all units.

A reference model illustrating the identification of supervisory posts in RMS and CO/RO offices for the Karnataka Circle is provided in Part-III-Report of Annexures¹.

Financial Implication

It is noted that more than twice the number of existing supervisory posts are already occupied by officials drawing pay at supervisory levels under the MACP schemes. Presently, LSG is at Pay Level-5, HSG-II at Pay Level-6 and HSG-I at Pay Level-7. The data obtained from all the circles reveal that if supervisory posts as proposed are filled up through promotions, the existing employees i.e., PA/SA with Pay Level-5 above will occupy LSG Posts, LSG officials with Pay Level-6 and above will occupy HSG-II Posts & HSG-II officials with Pay Level-7 will occupy HSG-I Posts. This is because employees who joined as PA/SA are being granted MACPs upto the Pay Level-7. **Consequently, the creation of 1,565 additional supervisory posts will not impose any extra financial burden on the Department, as the expenditure is already being incurred through financial up-gradations like MACP.**

¹ [Reference Model for identification of supervisory posts: Karnataka Circle](#)

2.3 Restructuring the Unified Cadre and its Grades:

The committee recommends that within the supervisory hierarchy, the ratio among HSG-I, HSG-II, and LSG grades shall be maintained at 1:3:9. The relevant ratio for the entry grade i.e., India Post Associate (PA/SA) is 27. This structure will establish a proper pyramid consistent with DoE/DoPT guidelines while ensuring efficient career progression through an adequate pool of feeder-grade officials.

Within the HSG-I grade, it is recommended that 25% of posts may be earmarked as HSG-I (Non-Functional Grade) [NFG] posts, providing further scope for career advancement at the higher supervisory level. In order to increase the NFG Posts to 25%, a proposal may be taken up with the DoPT.

Similarly, in the LSG grade, 20–30% of posts may be specifically designated as LSG-SIPAs (Senior India Post Associates).

Before Restructuring & Merger				
Grade	Admin	RMS	Postal (Excl.	Before Merger
Supervisory Totals	399	1950	37431	39780

After Restructuring & Merger				
Grade	Admin	RMS	Postal (Excl.	After Merger
Supervisory Totals	560	3354	37428	41342

Rationale:

The DoPT and DoE guidelines emphasize the need for a pyramidal structure in promotions to ensure a steady supply of eligible officials in feeder grades and to maintain efficiency and continuity across the hierarchy. While the Postal side presently maintains a reasonably balanced pyramidal structure among its supervisory grades, the RMS and CO/RO sides display significant distortions. In RMS, the number of HSG-I posts exceeds those in HSG-II, while in CO/RO the difference between these two grades is minimal.

This imbalance has resulted in over 75% of HSG-I posts in RMS and CO/RO remaining vacant, with nearly 40% lying unfilled for more than five years. A similar trend is observed in HSG-II, where more than half of the posts remain vacant due to the lack of eligible officials in the LSG grade. The primary cause of this shortage is prolonged stagnation at the Time-Scale level—officials often spend over 20 years before reaching LSG, and many retire before becoming eligible for HSG-II. Consequently, vacancies in higher grades are managed largely through officiating arrangements, with lower-grade officials temporarily discharging higher-level responsibilities without substantive promotion.

To correct this structural imbalance, the Committee proposes adoption of a 1:3:9 ratio among HSG-I, HSG-II, and LSG grades. This is consistent with the DoPT/DoE guidelines that a ratio of 1:3 may be maintained between successive higher and feeder grades. Accordingly, the proposed overall ratio for the unified cadre would be HSG-I : HSG-II : LSG : IPA = 1 : 3 : 9 : 27.

By providing a larger number of posts in the LSG grade, this structure will ensure a steady feeder pool for higher promotions, minimize long-pending vacancies in supervisory levels, reduce stagnation in lower grades, and establish a balanced, sustainable, and efficient career progression framework across the unified cadre.

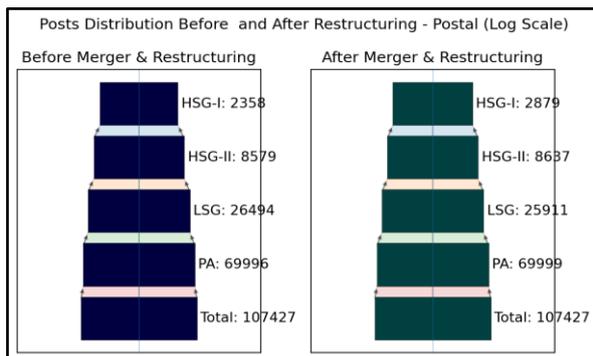


Figure 1. Depiction of Posts Distribution Before and After Restructuring- Postal Side

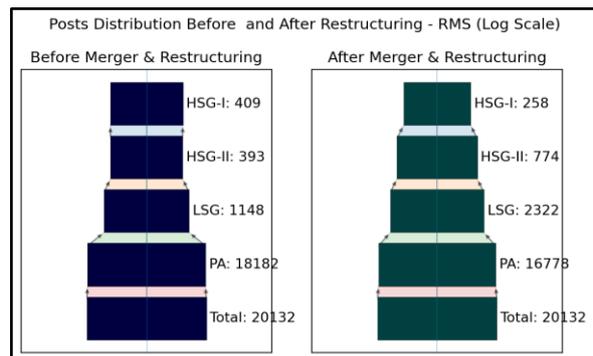


Figure 2. Depiction of Posts Distribution Before and After Restructuring- RMS Side

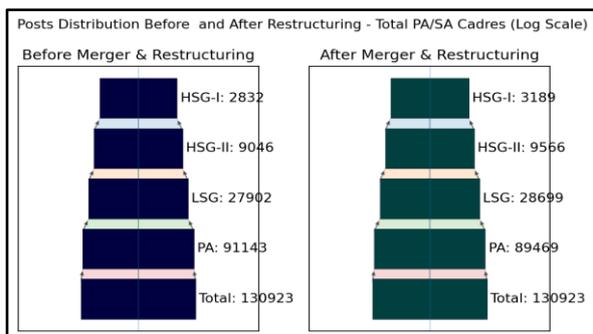
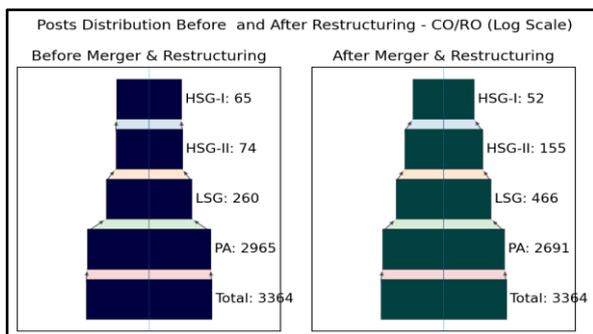


Figure 3. Depiction of Posts Distribution Before and After Restructuring- CO/RO Side

Figure 4. Depiction of Posts Distribution Before and After Merger+Restructuring- Total (Postal + RMS + CO/RO)

Note: With respect to the four AD (Recruitment) posts and four Superintendent RMS posts that are presently rotated among Circles by drawing officials from the HSG-I grades of the respective sides, the Committee is of the view that status quo may be maintained.

2.4 Recruitment & Training in Unified Cadre:

The Committee recommends that the Recruitment Rules be revised to provide a single point of entry into the proposed Unified Cadre, to be designated as India Post Associate. A proposal may be taken up with concerned divisions accordingly.

The Committee further recommends a comprehensive revision of the training curriculum and structure to align with the functional requirements of the Unified Cadre. A corresponding proposal may be taken up with the Training Division of the Directorate for formulation and implementation.

Rationale:

Once the merger is implemented and a common unified cadre with a new nomenclature is created, the existing Recruitment Rules will require revision to ensure a smooth transition in recruitment and selection. Such revision will streamline the recruitment process uniformly across all Circles and provide new entrants greater flexibility in opting for divisions or units of their choice.

For new recruits, the induction training programme may be restructured to align with the unified cadre framework, beginning with a common foundation course covering the functions and processes across different types of offices and operational verticals. Thereafter, based on the place of posting and nature of duties, short, curated refresher programmes may be organized at the respective Workplace Training Centres (WTCs) to impart role-specific knowledge and skills. This structured approach will ensure that all new entrants acquire a comprehensive understanding of departmental functions from the outset.

At present, a Postal Assistant in an administrative office (Circle or Regional Office) often has limited exposure to the functions of a Postal Assistant in a Post Office, while officials working in Post Offices or RMS units may not be familiar with administrative or sorting operations. The unified cadre, supported by common foundation and periodic refresher training, will bridge these functional gaps and enhance overall efficiency.

For serving officials already working as Postal or Sorting Assistants, whenever they are transferred to a different type of office—for instance, from a Post Office or RMS unit to a Circle Office—they may be provided with a targeted refresher course at a Postal Training Centre (PTC) or Workplace Training Centre (WTC). This will facilitate smoother transition, quicker adaptation, and improved performance in their new roles.

2.5 Promotion & Training in Supervisory Grades:

Promotion:

The Committee recommends a staged process of promotion of officials to the newly upgraded supervisory posts.

I. Stage-1:

Initially, promotion to the 1,565 additional or upgraded supervisory posts identified across various offices may be made from among eligible officials in the existing feeder grades of RMS (1,404) and CO/RO (161), so as to bring them at par with their counterparts on the Postal side. The Directorate may prescribe a clear timeline to ensure that these posts are filled on a priority basis. Once these newly created/upgraded supervisory positions are filled, the supervisory hierarchy will stand unified under the merged grades of LSG, HSG-II, and HSG-I of the India Post Associate Cadre. Thereafter, any vacancies arising in these grades shall be filled from eligible officials in the corresponding feeder grades of the unified cadre—IPAs for LSG, LSG for HSG-II, and HSG-II for HSG-I.

II. Stage-2:

A. To begin with, all unfilled HSG-I posts may be temporarily downgraded by one level to HSG-II, and the corresponding HSG-II posts may likewise be temporarily downgraded to LSG, so that recruitment may be made through promotion from the respective feeder grades. As and when LSG officials subsequently become eligible for promotion to HSG-II, these downgraded posts may be automatically upgraded to their original level at the time of actual promotion; the same procedure shall apply in respect of HSG-I posts.

B. In order to expedite the filling of all HSG-II and HSG-I posts identified or newly created under the Cadre Restructuring exercise, a proposal may be taken up with the Competent Authority **to allow a one-time relaxation in the prescribed eligibility service, reducing it to 50% of the required service in the feeder grade** (i.e., three years for both HSG-II and HSG-I). This relaxation will facilitate the filling of all identified LSG, HSG-II, and HSG-I posts within the shortest possible time, ensuring that each grade attains its sanctioned strength at the earliest.

III. Stage-3:

In spite of all efforts to fill the HSG-I, HSG-II, and LSG posts, if vacancies still remain unfilled, they may be adjusted against the available vacancies of IPAs and filled up accordingly, as was done during the Cadre Restructuring of Postal Assistants on the Postal side. This arrangement shall be made while ensuring that the overall sanctioned strength of the unified cadre—from IPA to HSG-I—remains intact.

Mid-Career Training Programmes:

The Mid-Career Training programmes applicable to these grades may be revised in alignment with the unified cadre structure of the India Post Associate. A proposal in this regard may be taken up with the Training Division of the Directorate for appropriate action.

Rationale:

At present, many officials in the RMS and CO/RO cadres continue to remain in lower grades, whereas their counterparts on the Postal side have already received promotions. To ensure parity across all streams, it is imperative that the additionally upgraded or newly identified supervisory posts be filled first from among the existing officials in RMS and CO/RO. Of the 1,565 newly created or upgraded posts, 1,404 pertain to RMS and 161 to CO/RO, based on the 16.66% supervisory percentage indicated in Recommendation No. 2.2, with these posts being pre-identified across various offices prior to filling.

Once this initial exercise is completed, any subsequent vacancies arising in supervisory grades shall be filled from eligible feeder-grade officials of the unified cadre on the basis of inter-se seniority, for which detailed modalities may be worked out by the Directorate.

In cases where officials are promoted or transferred across cadres under the unified structure, transitional training may be imparted through the Postal Training Centres (PTCs) or Workplace Training Centres (WTCs). Furthermore, the existing ADP, SDP, and SSDP training programmes of the PTCs may be redesigned to follow a unified syllabus, thereby ensuring standardized capacity building and skill alignment across the entire cadre.

2.6 Fixing Inter-se Seniority:

After filling all the newly identified 1,565 supervisory posts in RMS and CO/RO from among the eligible officials of the respective cadres, combined gradation lists of officials from the Postal, RMS, and CO/RO units may be prepared separately for LSG, HSG-II, and HSG-I grades in the Unified India Post Associate Cadre. The preparation of these combined gradation lists shall be carried out in accordance with the extant guidelines of DoPT or as per specific modalities to be finalized by the SPN Section of the Directorate.

- I. **Fresh Recruitment:** Going forward, recruitment to the unified cadre of India Post Associates (IPAs) shall be carried out in accordance with the revised and unified Recruitment Rules. The inter-se seniority of officials appointed through new recruitment—whether by Direct Recruitment or through Departmental Examinations—shall be determined in accordance with the extant guidelines issued by the Directorate.
- II. **Existing Postal/Sorting Assistants:** For the existing Postal Assistant/Sorting Assistant (PA/SA) officials across various cadres in the Time Scale, the inter-se seniority may be determined in accordance with the extant guidelines issued by the Directorate, as most of these officials were appointed through a common recruitment process. The Personnel Division of the Directorate may examine and finalize this aspect.
- III. **LSG/HSG Grades:** For determining inter-se seniority with respect to the LSG, HSG-II, and HSG-I grades under the unified structure, the matter may be taken up with the Personnel Division of the Directorate for appropriate decision.

Rationale:

Once the newly upgraded posts are filled and the cadres are merged to form the unified India Post Associate (IPA) cadre, the next key step will be the fixation of inter-se seniority across the three streams—Postal, RMS, and CO/RO. There will be no ambiguity regarding fresh recruitment, as the inter-se seniority of new recruits shall be determined in accordance with the extant guidelines of the Directorate. However, for existing officials, fixation of inter-se seniority will be crucial.

In the Time Scale, since most officials were appointed through common recruitment or promotion examinations conducted by the SSC for Direct Recruits or through LDCE for Departmental Promotees, their seniority may be determined as per the existing guidelines. A few exceptions may arise among officials appointed prior to the 2000s, where recruitment methods differed; such cases may be referred to the Personnel Division for examination. Hence, the matter may be taken up with the Personnel Division of the Directorate for examination.

Similarly, in the existing LSG and HSG grades across the different cadres, officials at varying levels of overall service seniority currently occupy different grades. Therefore, this matter may also be taken up with the Personnel Division of the Directorate for working out the modalities for fixation of inter-se seniority in these supervisory grades.

2.7 Redesigning the Work Norms for Supervisory Grades

In the Postal/RMS/CO-RO the work is such that a post will not have 100 % supervisory work. It will always have an element of operative work. Therefore all supervisory posts cannot be 100 percent supervision work. However, the proportion of operative work will vary between different grades as an official climbs up the ladder of promotions. Ideally LSG is expected to have 75%, HSG-II is expected to have 50 % and HSG-I is expected to have 25% of operative work. Accordingly, it is recommended that the roles of Supervisory Cadres be redefined to include a **balanced mix of supervisory and operational responsibilities**. This approach will ensure that supervisors remain connected with the functional realities of the workplace while also providing effective oversight.

Grade	Percentage of Operational Work Component	Percentage of Supervisory Work Component
HSG-I	25	75
HSG-II	50	50
LSG	75	25
Time Scale	100	0

Table 1. Proposed Work Norms for Supervisory Posts

Rationale:

The core work of the Department is inherently operational in nature—whether through counter operations in Post Offices, sorting work in RMS Offices, or administrative support in Circle and Regional Offices (CO/RO). As a large, manpower-intensive organization, the Department requires a strong supervisory framework to monitor these operations and ensure the efficient and effective delivery of services.

The clerical staff across all wings form the backbone of departmental functioning. On the Postal side, they serve as the primary interface with the public; in RMS Offices, they perform the labour-intensive work of sorting and transmission; and in CO/RO setups, they provide critical administrative support essential for the smooth functioning of operations.

Despite increasing technological integration, these roles continue to remain labour-intensive, owing to the Department’s steady expansion into new service areas such as Common Service Centres, Passport Seva Kendras, Aadhaar Enrolment Centres, and emerging initiatives like Integrated Delivery Centres (IDCs), Day Definite Delivery (DDD), and Next Day Delivery (NDD). Each of these services requires sustained clerical effort and active operational involvement.

Therefore, there is a strong need to redefine Supervisory Cadres in a manner that combines supervisory functions with a measurable operational component. Directorate and Circles may undertake the task of identifying the specific operational roles to be attached with each supervisory post, thereby ensuring that supervisory staff remain directly connected to the core functions of the Department.

-End of Part-I: Recommendations Report-