

# FOCUS

## The Perspective of Administrative Reform in Bangladesh

by ABMS Zahur

*No inquiry commission or committee can perhaps keep themselves neutral because the question of acceptability of the recommendations remains in the minds of the members of the inquiry bodies.*

No administration can be good enough though it may approach the highest possible efficiency. Bangladesh aims at fast and sustained economic growth because it is an inescapable imperative for her. A rapidly expanding production of goods and services is the only material basis for improving the well-being of its people.

The existing bureaucracy does not appear to be capable of coping with the challenging task because a serious imbalance exists between aspirations and performance, between the needs to be met and the adequacy of the administrative machinery to carry them out. The achievement of a rapid, satisfactory rate of economic growth requires many new government agencies and greatly expanded government operations.

Evolution of the Bangladesh bureaucracy between 1947-1971 can be linked to administrative reforms in Pakistan. No comprehensive or systematic study has been made of the administrative problems faced and solved by Pakistan in creating the machinery for a new state immediately after partition.

However, thirty attempts at reorganising the structure of government and at improving procedures of administration were made during this period.

Those considered as the most useful in Bangladesh perspective are discussed below in brief:

(a) The Rowland Egger Report (1953) — It covers the whole spectrum of government reform and makes strategic use of earlier reports on Indian administration. It exhibits understanding of British Government, and of Whitehall organisation, particularly. It proposed changes in ministerial and departmental organisation such as functional groupings of activities in the form of corporation entities.

It divided secretariat systems of work into two — (i) policy-making, and (ii) line activities.

It suggested a reassembling of coordinating activities in the ministry of finance and the cabinet secretariat. The head of the public services should be cabinet secretary. It states that the government is over-centralised, over-coordinated, under-supervised and under-impelled. It recommends a compromise between generalist staffing, top managerial posts and technical managers in developmental operations and advocates giving the heads of functional departments the same status as secretaries. The secretariat should advise and do general staff work. Financial management should include a programme-based budget. The public service commissions should be strengthened and should be watchdogs of the civil service. As regards the pay scales should not be prescribed to attract the best intellect in the country. It also proposes creation of staff college and public administration institute.

(b) Organisation and Methods in East Pakistan (1958) — The report is a very good organisational analysis. It regards the secretariat system with the separation of policy and executive functions as the root of the troubles of administration.

(c) Administrative Reorganisation Committee (1958) — This is the most comprehensive administrative reform effort under Martial Law. Some of its important recommendations are:

(i) The ministries should be limited to policy-making; (ii) the creation of economic pool — a small cadre of experienced administrators drawn from all superior services to fill senior executive posts in certain ministries — especially finance, commerce and industries; (iii) the section of officers' scheme — the objective of the system was to reduce the number of officers in handling cases and to bring a decision-making officer in closer contact with the pertinent empirical data and with

his immediate staff. Apart from the increase in efficiency and speed, the system is to change somewhat the climate of human relations within the bureaucracy which was characterised by a high degree cannot be an effective instrument for modernisation.

Though such a large number of efforts at reform administration may indicate that the process of reform was continuous in Pakistan decisions on reforms were usually made by the executive authority in the light of the recommendations relating to reorganisations of services because of the strong lobby by the CSP who became extremely powerful due to the initial political instability and their proximity to power during the Ayub regime. [Henry Frank Gokhale, *The Civil Service of Pakistan: Bureaucracy in a New Nation* (London: Yale University Press, 1964).]

Critics, foreign or domestic, who expect bureaucrats to take the lead in fundamental administrative reform in the interests of economic development, will usually be disappointed. The CSP was involved in the policy-making process all the time. They occupied the important secretarial and joint secretarial positions, where daily contact with president, ministers and other politically responsible persons gave them a direct line to policy. In view of these advantages, it was no wonder that the majority of CSP officials were not anxious to work for reforms which might radically change their status and that of their service. [Albert Gorvine, *Administrative Reform: Functions of Political and Economic Change*, in Guthrie S. Birkhead (ed.), *Administrative Problems in Pakistan* (Syracuse University Press, 1966).]

[Gorvine's observations appear to be rather sweeping. The problem is that much innovation or rapid modernisation cannot be expected from the higher level of bureaucracy whether civil or military. As CSP personnel were occupying the key positions in Pakistan bureaucracy, a service held responsible for failure of many reform efforts. After all, the main responsibility for modernisation lies with the political leadership of the country. The ruling elite in Pakistan was conservative, even feudal, rather than a 'modernising' one.

The disunity within Pakistan was apparent from the start. Religion proved inadequate to hold different peoples together in amity. The West Pakistani tended to look down upon the Bengali Muslims as second class Muslims, descendants of converts and not in the same direct line of religious faith as those who could look back to the ancestors who brought Islam to the country. The Punjabi Muslims are themselves as direct heirs to the ruling tradition of the Mughal Empire in which Bengal had been a subjugated territory. Thus there was deep-seated cultural prejudice current at the birth of Pakistan.

The roots of the 1971 war go back to Jinnah's unrealistic vision that two wings of Pakistan, joined only by the common factor that they both had a majority of Muslims could somehow form a nation, what he did not see was that Punjab had traditionally looked down on Bengalis who were thought to lack the personality traits Punjab idealised such as honor, militarism, and personal forcefulness while they

also viewed eastern direction low in prestige. [Clearance Maloney, *Peoples of South Asia* (Holt, Rinehart and Winston, Inc., New York, 1974).]

The war of liberation took a heavy toll of the pre-liberation economic infrastructure of the country. With an empty exchanger, dwindling foreign exchange reserves and the transportation system and the factories in shambles any sane government would have mobilised popular support and effort as the only sure way to recoveries. However, the then leadership could not mobilise such support.

During this period two major attempts had been made to improve the condition of bureaucracy. They were setting up of Administrative and Services Reorganisation Committee (ASRC report) under the chairmanship of Prof. Muzaffar Ahmed Chaudhury, then Vice Chancellor (Dhaka University) and national pay commission (NPC report) under the chairmanship of Abdul Rab, a retired secretary of Pakistan. ASRC report was to plan recruitment, structure, integration, amalgamation of services and to prepare a comprehensive reorganisation plan. NPC report was to determine a national pay structure for the public sector in the light of ASRC report.

Though both the reports were submitted to the government by the middle of 1973, the recommendations of Muzaffar Committee could not be made officially public and only a small part of the recommendations of Rab Commission (NPC report) was implemented till the death of Sheikh Mujibur Rahman.

A broad analysis of ASRC report reveals that its philosophy was partly to emulate foreign institutions, partly to encourage indigenous experimen-

tion, it was partly bold and realistic but unrealistic in other parts. It threw a Fulton [Lord Fulton, *The Civil Service: Report of the committee 1966-68* (London: Her Majesty's Stationery Office, 1968)] shadow on personnel administration, emphasising professionalism, reduction of the hegemony of the generalists, the creation of a central personnel agency, the removal of promotion barriers between executive and clerical classes and the administrative class etc., it divided activities of Bangladesh into two broad categories —

(i) General administration, and (ii) Development administration.

But no equal treatment was meted out to the aspect of development administration, because the committee had rehabilitation, and reconstruction in view rather than development, which is usually not possible in an unsettled condition. On the whole the report does not appear to be adequate for the present need.

NPC report aimed at (i) reducing the pay differential between the lowest paid and the highest paid; (ii) reducing the number of pay scales, and (iii) bringing uniformity of pay scales among the various kinds of employees having same responsibility and qualification.

In its attempt to fit the pay pattern into one single unified grading structure (the concept developed in ASRC report), the report completely disregarded the historical tradition of the pay structure developed originally on the recommendations of the Islington Commission. This resulted in anomalies when certain pay scales were introduced. However, lower class employees got some financial benefit of introduction of the new scales. The recommendations in respect of Class I

officers could not be implemented. Recommendations of NPC should not have been implemented without the implementation of the recommendations of the ASRC report. The anomalous situation created by the NPC report could not be remedied even today.

In its methodology, both the committee and the commission attempted to assess the opinions of the various employees associations through inviting written suggestions and oral representations. No study groups were formed as is done usually in developed countries, due to insufficiency of trained personnel or personnel with appropriate background on research reports.

No inquiry commission or committee can perhaps keep themselves neutral because the question of acceptability of the recommendations remains in the minds of the members of the inquiry bodies. The ASRC was under the administrative control of the establishment division. The NPC was placed under the administrative control of the ministry of finance. The influence of these departments can be perceived in these reports. The better treatment of the generalists even in the unified grading structure of the ASRC report may be due to the pressure of the establishment division. Ministry of finance's president's orders no 54 and 79 influenced the determination of pay fixation principles.

A second coup was held in November 1975. The military regime set up a Pay and Services Commission (PSC) in 1976 (under the chairmanship of Abdul Rashid, a retired secretary of Pakistan) to prepare a report on the basis of the recommendations of ASRC and NPC. The report was submitted in May 1977. The report tried to accommodate many contradictory demands from various employees associations, particularly the erstwhile Civil Service of Pakistan Association and the erstwhile East Pakistan Civil Service Association. Like ASRC report it shows the

shadow of Fulton Committee report though an attempt has been made to make some compromise between the single unified grading structure and the peculiar system of bureaucracy inherited by Bangladesh from Pakistan. However, a major part of its recommendations were accepted and implemented with minor modifications.

We are expecting administrative reform from the present government. Inheriting a highly complex bureaucratic structure it would be difficult to discern a clearly articulated concept of public management in Bangladesh. However, it appears to be worthwhile to consider the following approaches and trend for future bureaucratic reform:

(i) Increasing emphasis on the involvement of the people in the development process to bridge the gap between the administrative machinery and the majority of the citizenry;

(ii) Increasing the capability of public service delivery systems through building a scientific and technological dimension in public management decision-making and implementation; and

(iii) Articulating, systematising and promoting ethical standards in public management by fostering a shared view among the management and development institutions, the political leadership, the development planners, public managers, the business community and the people at large. This will ensure professionalism and enhance the accountability and credibility in public administration.

It may be impracticable to thoroughly recast the administration at this stage. It appears to be more appropriate for the present government to withdraw from some activities to enhance its effectiveness as an instrument of development in view of scarcity in administrative capability. It should rather concentrate more on areas where intervention can be economically and socially more productive.

The writer is a retired Joint Secretary.

## Criminogenic Dhaka University?

by Sajjad Ahmed

*The anti-democratic, if not criminal, nature of student politics, to say the least, is definitely criminogenic to the whole student body. If we do not put an end to this, Bangladesh will not emerge in the intellectual domain ever.*

THE majority of students coming to study at Dhaka University face a fundamental environmental change, because of change of locality. Inclusive in this transition form rural to an urban environment are moral, financial, and social considerations. My essay is an attempt at reaching a theory of these students being exposed to an atmosphere which is predominantly conducive to criminal activities as a result of student politics.

The first phase of the theory relates to a paradigm shift occurring at the moral individual level, being an effect of the initial migration from a rural to urban area. This brings into play three considerations: moral, financial and social. The main factor of all these three shifts can be stated to be a consequence of a transition from a *samaj* to that of a state. The *samaj* represents the stronghold of orthodoxy and customs upheld as a virtue, as normal practice of daily routine life activity. The city represents an arena of flexibility of those 'virtues', leaving it upon the individual to consciously choose and adopt those standards which previously became virtues from compulsion. Thus a student coming to Dhaka lived his/her teens where 'for most Bangladeshis, far more important than being citizens of a nation-state, is to be a member of a *samaj*. The *samaj* upholds moral order which is far more compelling on its members....'

This loosening of morality does not mean an existential contingency experienced by the student appearing on the scene in the new city, rather a moral shift occurs at this stage to that existing in city life. This brings in the social criterion. The financial consideration is superfluous and besides the point under discussion.

The second phase that follows spreads over from the time

of admission to the entire term: adverse encounter with politics. Problems initially denied may eventually become fatal. It only leaves to be empirically verified, and matter of no joke (unofficially) that 'alliance declared to student-wings of political parties at the time of admission to Dhaka University, is the key to qualification-backdoor. Of course the elasticity of demand and supply are not out of order here. Nevertheless, the first show of power-politics has been unveiled to the young teens. Those who had thought and fought, and those outsiders who would like to think, and even may be those whose responsibility it is to maintain, may succumb to the reality of 'what it takes.' The next stage can often be getting a seat at the Halls with what it takes. But even if it is better for the theory to deny all this (i), what rules when it comes to a show of power, knowledge/intellect is definitely not on the top of the list. Fire-arms, the acceptability of this ruler at Dhaka University campus does not depend upon my proof or disproof (unfortunate only for those parents not actively in politics?).

The existence of fire-arms accessible by student 'politicians' is itself criminogenic to the whole student body when it costs in student-lives, in any interpretation, besides being responsible for creating a hierarchy in the student academia. The minority of those who possess arms belong to a political 'sub-culture' at the top of the hierarchy. But before I endeavour to link this with the contemporary criminological subcultural theory, I want to say that this situation is not normal but artificial in the sense contrary to what Durkheim said in regard to crime in general: 'Crime is normal... [Crime] is a factor in public health, an integral part of all healthy societies.'

The subcultural theory of crime presupposes that meanings and motives are not established and confirmed by the self in solitude, but rather that it is a social accomplishment. Just as culture shapes and moulds, limits and develops the plasticity of human self, subculture, which is a derivative of culture, may condone, promote, or otherwise make possible the commission of delinquent acts through youth groups validating their choices and reinforcing their new values. It is a support from a peer group or gang, and within this supportive context the deviant nurtures the developing feelings of hostility derived from his damaged self-image. The new armed student politician revolves around its own subculture to cynically justify him/herself. Sykes and Matza (1961) argued that while learning the conventional values of the society, individuals could also learn certain excuses or techniques of neutralisation, which, temporarily at least neutralised conventional norms, and thus permitted violations in specific cases, and under certain circumstances, without necessarily rejecting the norms themselves. These techniques of neutralisation can be applicable in the case at hand:

**Denial of responsibility:** The offender sees himself as a product of his/her environment, presents himself as the helpless object of social forces. Ultimately stating: 'it wasn't really me that did it.'

**Denial of injury:** Often the acts are said to be devoid of criminality. Thus vandalism is only 'mischief', car theft is 'borrowing', stealing is 'getting paid', gang fighting is 'private quarrel'.

**Denial of victim:** Like the soldier who is fighting the enemy, the delinquent here faces a victim who is also guilty. In other words 'they had it coming'. It is the victims who are the wrongdoers.

**Appeal to higher loyalties:** The delinquent presents himself as torn between two groups, the victims, and the smaller group to which he belongs, owes allegiance, loyalty. What was evil, or perhaps regrettable, now becomes justified or even obligatory.

**Condemnation of the condemners:** Here the criminal shifts the focus of attention from his/her own deviant acts to the motives and behaviour of those who disapprove of his/her violations. That is, in our case this other is every other student political party to that offender and even us who condone such acts.

Once a student realises the power of arms, a whole door of 'opportunity' is laid bare. A breakdown of the moral code on the part of the student politician can be illustrated by analogy with the work of Kelman and Hamilton (1969) hypothesising the My Lai massacre in Vietnam, which they define as crimes of obedience. This mass murder they argue was possible through three stages of procedure: authorisation, routinisation, and dehumanisation.

At the stage of authorisation, the individual is absolved of the responsibility to make personal moral choices. Authorisation creates a situation in which the presence of authority — directly or implicitly — upsets the moral principles that generally govern human relationships. The legitimate authorities explicitly order, implicitly encourage, tacitly approve, or at least permit, violence. At crucial times the armed student politician is 'authorised' by 'superiors'. Routinisation stage follows: authorisation processes have created a situation in which people become involved in an action without considering its implications and without really making a decision. The abnormality of the fact of really firing guns at fellow students is destroyed. Dehumanisation follows: One's fellow human beings are reduced by stripping the victims of their human status. In the case at hand, belonging to another political group is regarded as inferior or sinister.

It is then no surprise that which is 'normal' at the campus, may simply extend its normalcy in wider context. Thus why not rob, commit sexual offences, kidnap? Money is never sufficient for the commodities at the market. Of course if drugs are a better 'trip', why not a 'kick'? I have tried to elaborate the minority but I think that in the process I have been successful to make my point: Guns do not carry majority rule. The anti-democratic, if not criminal, nature of student politics, to say the least, is definitely criminogenic to the whole student body. If we do not put an end to this, Bangladesh will not emerge in the intellectual domain ever. We will not have 'our' solutions to 'our' problems, rather depending upon other worlds will leave death and dominion. Our thirst for power and 'conventional' ways to it may leave generations with a crutch.

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## Genetic Studies and Implications for Health

by Dr M Zakir Husain

*Scientists are already able to transplant fragments of gene from one organism to another organism and create new attributes and new organisms. This alone points to limitless possibilities such as new bacterial strains, new vaccines and new ways of manufacturing vaccines more efficiently, growth hormones, insulin etc.*

GENETICS is the study of heredity. How differences between individuals of a species are transmitted from one generation to the next. Information stored in genes determine the growth and function of adult cells. Genes are key parts of chromosomes which appear as double strand chain drawing equal halves from each parent. Genes are circular fragments of chromosomes; contain coded messages (inheritance) which are transmitted intact. Genetic studies help decipher the structure and functions of cells at the most basic molecular level. Variations within members of a species are due either to the genetic make-up or to environmental effects. Inherited variations are permanent but acquired variations are not.

As part of global studies of genetics, scientists have launched the Human Genome Project which aims at complete description of the genetic make up of the human species. This is a gigantic task involving the sequencing of the approximately 3 billion nucleotides (protein elements) contained in the entire human chromosomal set. This task is expected to be completed by the year 2005. Genetic studies have already opened the possibility of engineering new products for use in medicine and public health (as well as other fields) through manipulation of genes and their products. Scientists are already able to transplant fragments of gene from one organism to another organism and create new attributes and new organisms. This alone points to limitless possibilities such as new bacterial strains, new vaccines and new ways of manufacturing vaccines more efficiently, growth hormones, insulin etc. Completion of Human Genome will revolutionise genetic science and will release the key to the understanding of the history of evolution of the entire human species. This will trigger a scientific and technological renewal (virtual renaissance) and possibly an avalanche of products and procedures to change the current knowledge and practice of medicine and public health.

Advances in cytogenetics (genetic study of cells) have made it possible now to carry out detailed structural analysis of individual chromosomes. Chromosomes are composed of genes — there are about 100,000 genes in the human chromosome — which carry coded instructions of biological inheritance. These messages are faithfully replicated in the adult human body and accounts for the variations seen among individuals within the species. The methodology of chromosomal analysis has reached such a level of sophistication that it is possible to diagnose normal variations as well as severe aberrations (abnormalities) that are often associated with certain diseases. Hypertension, diabetes, some cancers, and certain blood disorders, and many forms of birth disorders affecting the

brain and the nervous system will now be better understood. It will make way for early and effective interventions. This is a major breakthrough.

Some of the likely implications on health and society may be mentioned as follows:

- Deeper understanding of the evolutionary process, life and health, and various disease processes at the molecular level.
- Greater assurance in prediction and prevention of many hereditary diseases.
- Greater precision in medical diagnosis, treatment and forecast of disease outcomes.
- Ethical, legal and social implications and the attendant dangers.

Some of these implications may be further elaborated as follows:

a) The complex and so far inadequately understood process of ageing and dying will be clearer and open to manipulation eventually. It will not be inconceivable to design drugs and food to restore and rejuvenate the ailing and ageing cells of the body. Longevity so much desired by so many will be within reach.

Persons with the same genetic disorder suffer differently due to different 'modifiers' of genetic effect. When understood, it will be possible to manipulate the modifiers to alter the severity of the disease outcome and ensure good health of patients with inherited genetic disorders. Diabetes mellitus and certain blood disorders are examples.

b) Diseases and disorders, at the very core, are the outcome of molecular interactions in the human body. Knowledge of human genes will help explain the why and what of such disorders. The cause and effect of diseases will be better understood which in turn will improve the remedies applied, some of these will be before the onset of disease itself. As the alterations of cellular activity at the molecular level are better known, treatment will be far more precise and scientific unlike what it is today.

c) At present, most treatments follow occurrence of diseases. In future, many diseases and disorders will be predicted with far more certainty even before their actual onset, and allow prevention to take place because most disease producing genes will have been known even before birth or soon after. Prior knowledge of disease carrying genes will help early diagnosis and treatment to save many lives and reduce unnecessary suffering and expenditure. The strength of preventive and predictive medicine will be much greater — almost a revolutionary change.

Precise treatment will be possible as precise molecular changes causing disease will be known. Drugs will be available with specific pre-ordained effects at the molecular level; gene products will also be available to replace, or reduce effects of abnormal genes and

components. Compared to this, current practice of medicine will seem obsolete and unscientific. For the same reasons, it will be possible to give long-term prognosis (outcome) of diseases more accurately. Overall, by improving the precision of diagnosis, treatment and prognosis, the cost-effectiveness of healthcare will be improved overall. By reducing or eliminating much of the present redundant diagnostic tests and imprecise treatment procedures, practice of medicine may become more cost effective.

d) All of the above will not, however, be unmixed blessings. It will be a double-edged sword. So much will depend on how the new knowledge and opportunities are actually used or not used or even abused by humans. Science can give us the tools but cannot dictate how those tools will be used by us humans. There will surely be many legal and ethical issues as the capacity to manipulate genes and their products becomes available in the marketplace. The legal and ethical dilemma are, however, best addressed and resolved by the legislators and politicians and not by scientists.

There will be many critical issues. To name just a few: Should entire populations be routinely screened for disease carrying genes? Will known carriers of defective genes be victimised or discriminated against? Who should control the many commercial applications? What about patent rights? Will terminally ill people be denied care if known to be incurable? How to give benefit to those who need it most but are unable to pay? Will commercial monopoly or cartels deprive the poor countries access to technology and the

products?

Besides, as and when gene treatment enhances longevity and more people live longer but not necessarily work and earn, how will the burden of their care and comfort be borne by relatively fewer young working adults? How the society will care for the elderly? Will children carrying disease producing genes be abandoned and doomed? Will gene information violate privacy of the individual by surrender of such information to the state agencies or to corporate enterprises, for example insurance?

Given all the implications, including the negative ones, the squeamish will perhaps tremble at the thought of all things that could go wrong. But the human species has demonstrated the will and capacity to draw back from the brink of disaster (after all, we could have made ourselves extinct by pushing the nuclear button for assured total mutual annihilation but we did not manage to do that). There is reason for optimism that checks and balances will be put in place to curb morally and ethically irresponsible applications of genetic knowledge and technology.

The benefits of genetic research and application are irresistible and incontrovertible; these studies are poised to make significant contributions to life, health, and society. Hopefully, in spite of the reigning regime of market economy, the international community will have the necessary will and capacity to reconcile socially redeeming demands with commercial prerogatives so that the world population as a whole enjoys the fruits of science.

The writer is a health consultant.

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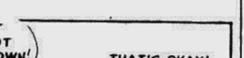
## by Jim Davis



## Tom and Jerry



WHY ARE YOU WEARING THAT OUTFIT?



SO TOM WON'T RECOGNIZE ME.



HEY! YOU CAN'T CHASE ME! I'M NOT A MOUSE, I'M A CLOWN!



THAT'S OKAY! I HAVE NO SENSE OF HUMOR!

## Medicinal Net

A journey through the Internet is a little like the early voyages of exploration. Long periods of searching and hopeful travelling are filled with bursts of excitement if something fruitful comes into view. An online journal dedicated to H M S Beagle could provide the same thrill for medical buffs surfing on the Web. Beagle, traveled the

## Safe Disposal

THE Thruvananthapuram-based Peninsula Polymers (Penpol) is breaking new grounds in its hospital waste management business which specialises in the disposal of hazardous waste material. It has developed 'Disposal', an incinerator system, designed for safe and clean disposal of pathological waste used disposables, semi-waste products (used blood bags, IV bags), amputated human organs and other hospital wastes.

## Drink in Health

A new range of herbal tea has been launched in India by Ajanta Pharma Ltd of Mumbai. The herbal tea can not only be taken as a refreshing beverage but also as a cure for several health problems. The range includes Keep Fit Tea for general well being, Liv Tone Tea for the liver and Move Free Tea for arthritis. The company also plans to launch a sleep inducing good Night Tea and Fresh Breath Tea as breath freshener.

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