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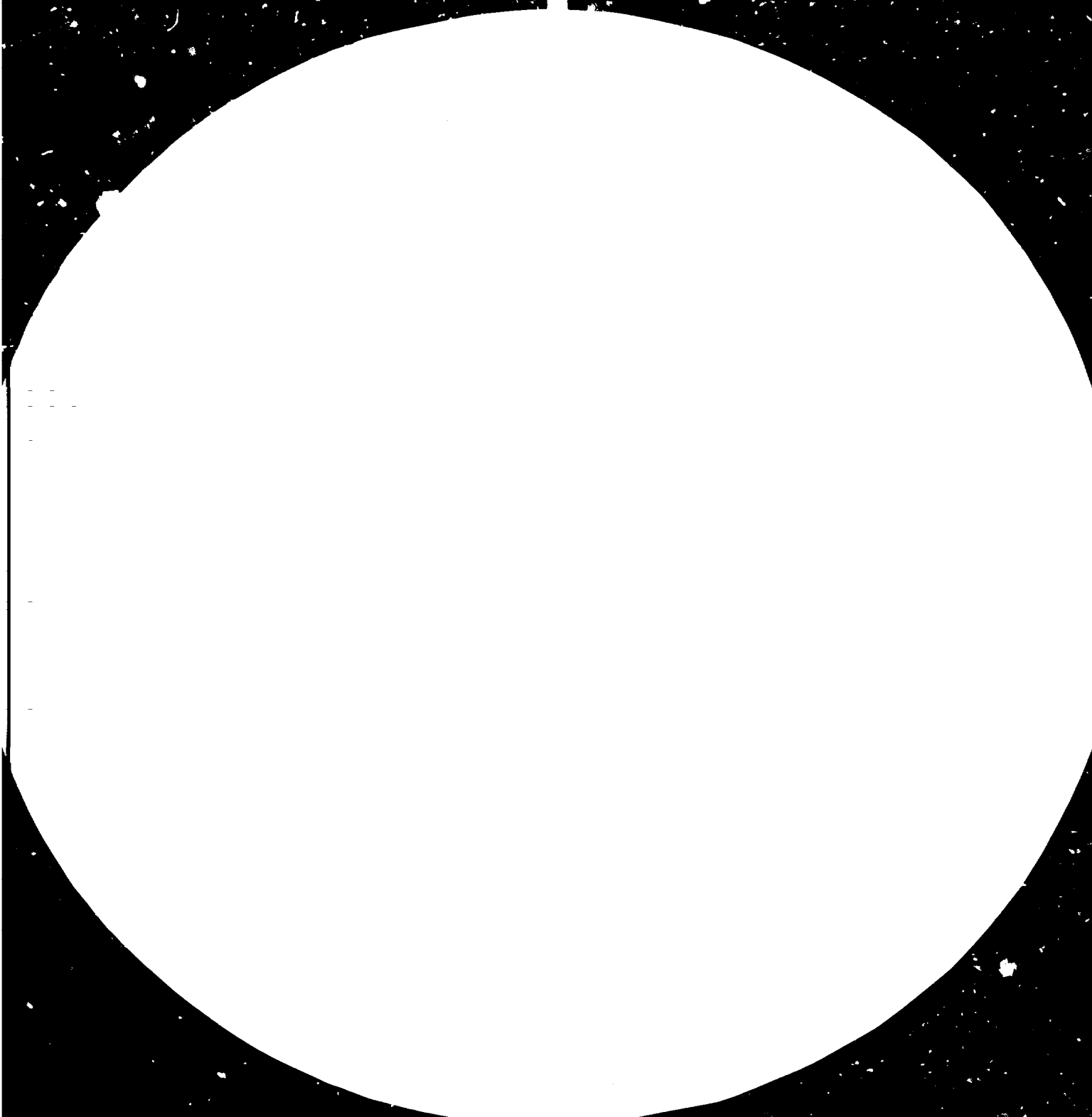
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PROBLEMS OF INDUSTRIAL PLANNING

AND RESEARCH IN KENYA

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PROBLEMS
OF INDUSTRIAL PLANNING AND RESEARCH
IN KENYA

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"This Report has not been cleared with the United Nations Industrial Development Organisation which does not, therefore, necessarily share the views expressed".

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INTRODUCTION

1. Kenya introduced planning in order to consciously guide its development. And planning system though indicative is used as means for accelerating the country's economic and social development.
2. The economic and social development is a dynamic process and as such is subject to adjustments in accordance with the changing situation.
3. Thus, the planning system being used as a tool for guiding such dynamic development, should permanently adjust to the changing conditions and requirements, as well. In fact, the development of a planning system should always precede such dynamic movements in order to enable a continuous progress of the national economy.
4. It is, therefore, natural as well as necessary to analyse the existing planning system, from time to time, and modify it in accordance with the new conditions and requirements. And from this emerges the necessity for conducting the research on economic and social development in order to eliminate the constraints and find out new stimulants for setting development in desired direction.
5. Consequently, the need for research in a planned economy is even more accentuated than, say, in a "laissez-faire" economy. (Actually no country practice today classical laissez-faire economy but apply one or other type of planning).
6. Kenya is applying the policy of mixed economy in which the greater share comes from private sector. It practices market economy so its planning has to be accommodated to market mechanism on the one side while on the other should take care that market

mechanism does not lead too far away from the desired common goals. Thus the planning and research has to be adapted to the said conditions in order to be successful.

7. Though the aim of this paper is to deal with industrial planning and research it will be necessary to deal with over-all planning and research since industry composes a part of the economy which needs to be developed harmoniously.

However, it need to be said that it is not the intention to cover fully planning and research, but only to underline some of the problems and shortcomings in order that they be eliminated.

II PRESENT SITUATION

8. Kenya is on the course of implementing 4th Five Year Plan (1978-83) and it is expected that this plan will contribute further to the country's over-all progress.
9. However, one may observe that local planning machinery has not yet developed the planning system to such a degree that it would demonstrate its advantages fully.
10. There are many reasons for such a situation but the main two are said to be the lack of information^{1/} and the lack of qualified personnel able to perform all complex tasks connected with the formulation and implementation of the development plan.

^{1/} For instance, statistics on industrial production has until now been published only up to year 1976 and it has been presented under unhomogenous groupings which do not allow proper analysis and cannot be used for planning purposes.

11. In order to overcome these shortcomings Kenya has sought assistance from various countries and from international institutions. So the assistance has been provided in the preparation of development plan, various studies, pre and feasibility studies, etc.

12. Though such assistance was useful, and helped the country's planning machinery, at all levels to run the planning affairs more efficiently, conditions under which it was provided, did not make possible to eliminate the two above mentioned weaknesses.

13. The reasons are as follows:

First, since bulk of the work has been made through technical assistance - which in some instances was carried out outside the country - local personnel could not fully participate.

Second, studies had to be completed during a determined period and experts were predominantly occupied with the collection of data (since they are not readily available) while the basic information service remains unimproved.

Third, the studies produced under such circumstances, were not always of practical use and many of them remain unimplemented.

14. Such method of work not only did not help eliminate the existing weaknesses in the country itself, but it did not enable the technical assistance to be as beneficial as it could have been.

15. Furthermore, such method of work could not result in an imaginative and systematic approach to the development problems of the country, which is indispensable in a planning system in order that maximum effects be attained.

16. Under such circumstances, for instance, it has not been fully realised, that planning is a continuous process in which the stages of planning and different planning organs should function harmoniously on a permanent basis. However, this has not been the case. After five year plan has been prepared all planning organs concentrated on project development, forgetting over-all and sectoral planning.
17. However, over-all, regional and sectoral planning is very essential for project planning. Individual projects have their bearings on other sectors and regions, the effect of which cannot be assessed from the point of view of one single project.
18. Furthermore, the country has not yet introduced long-term planning which is essential for continuous and harmonious development. The development of an industrial project, as well as of many other kind of projects, requires a long-term outlook into the future so that it could be successfully planned and incorporated into the national development scheme^{2/}
19. Since such a long-term projections are not prepared by the planning organs of the country, they are prepared by consulting firms while they are preparing feasibility studies of an individual project^{3/} because without such assumptions they cannot anticipate the course of development of the project in question.
20. Naturally, such projections made within a contracted sum for elaboration of a project study, and by consulting firms which do not possess sufficient

^{2/} The preparation and implementation of some projects take 10 or more years, in addition there is a need to foresee gradual development of the project itself (development of project in phases).

^{3/} Iron and Steel Project and others.

knowledge and/or information in order to make such projection. Obviously, such projections then cannot be done in a satisfactory manner.

In addition, if in connection with the elaboration of each individual project, such over-all projections are made by different authors, then this not only causes greater work, but also creates the confusion as to which one of those projections is officially adopted.

(Most common indicators for projects or product development are population growth, GDP for the country as a whole and income per capita. However, there is no official projection of population and/or income beyond the year 1983. It is not advisable to extrapolate further the rates of growth applied for period 1978-83 for the projections of population and income are interconnected or dependent on other developments which need to be studied since circumstances and conditions change with passage of time).

21. The organisation of planning in Kenya, as elsewhere, is a component part of Government and administration and planning is carried out on three levels: country planning (including regional); sectoral planning and project planning.

The Ministry of Economic Planning is in charge of global and regional planning and sectoral Ministries are in charge of sectoral and project planning.

The Ministry of Industry is formally in charge of industrial development planning on sector and project level. However, other Ministries, like Ministry of Energy, Agriculture and Natural Resources are developing industrial (power alcohol, sugar etc.).

Such a condition is not conducive to the efficient industrial planning. Ministry of Industry has no jurisdiction over other Ministries in order to centralise the work, while other Ministries have no adequate organisation and qualified personnel for industrial project development.

22. Regional development has been promoted through establishment of the Regional Development Centres, which for the time being are developing the indispensable infrastructure that will enable creation of various economic activities.
23. The 4th Five Year Plan is in its third year, but there are no reports on implementation results for the first and second year of the Plan. However, presently, preparation are on the way for design of the new 5th Five Year Plan.

III. NECESSITY FOR IMPROVEMENTS IN PLANNING AND RESEARCH

24. The foregoing description of the present situation in the development planning in Kenya, has revealed some shortcomings, that need to be eliminated in order that planning will be more efficient.
25. Depending on differences in character of planning under different socio-economic systems and conditions, corresponding set ups are adopted. However, in view of the fact, planning refers to the same subject - and because of the sequence of operations which are common to all plans - there is a general scheme to which organisation of planning should conform.

A. Preconditions for Planning

26. The prerequisite for successful planning are mainly:
- (a) availability of coherent stock of planning data;
 - (b) existence of the planning machinery that will prepare and execute development plans, and
 - (c) an efficient organisational set-up and planning procedure that will make a planning system function.
27. The lack of relevant information is, in Kenya, a permanent obstacle to an efficient planning and research, particularly in the field of industrial development.

It is not only that under such condition there is difficulty in preparing reliable documents, but great periods of time are lost, sometime in vain, in partial attempts at collection of data by individual experts (local and foreign) instead of an organised action. The remedy should not be made through the engagement of experts who would do the work on the basis of scanty data, but by improvement of the information service.

28. Consequently, there should be established in the country an information and documentation service that would supply - in addition to the general information presently supplied by the CBS - but also all other techno-economic data that are essential in preparing plans, studies and conducting research in specific field of the national economy^{4/}

In order to facilitate this task, it would be necessary to ascertain:

^{4/} Presently an UNIDO Expert attached to the Ministry of Industry is concerned with this task, for industry.

- (a) what kind and volume of the planning works, as minimal, are to be carried out in the country so that planning system, as such, could function, and
- (b) define minimal methodological and statistical standards to which planning organs should conform, so that a proper planning structure could be built from the lowest to the highest planning organ and from particular to the global plan.

- 29. The amount of details in planning and programming techniques used to develop a coherent and practicable pattern, may vary, but whatever technique is used, it should include a process of successive approximation and adjustments to new events, information data and experience accumulated with the passage of time.
- 30. The second precondition is to have an adequately organised planning machinery that will be capable of devising a planning process and conduct the necessary research.
- 31. The planning machinery should be as complete as possible for the successful running of development affairs. The foreign assistance should not be provided for doing the job instead of local machinery, but should be incorporated with the local machinery in such a way that, with time, this machinery will be able to perform this work by itself. This, however, does not mean that everything should be done in the country - because there will always be needed some specialised services, which is a sine-qua-non of the complex world society of today - but the machinery should be developed to such a degree that it will be in a position to do as much work in the country as

required and/or possible.

32. At present there are apparatuses in the institutions concerned with the planning and the number of staff required could be defined in relation to work to be performed. What is necessary, is that they be adequately trained for the job they are assigned to perform.
33. The third precondition for successful planning in the country, is to have an efficient organisation that will enable the planning machinery to perform its tasks efficiently.
34. It is necessary to draw an over-all planning and implementation procedure, from the lowest to the highest planning organ, in order that authority and function of each organ could adequately be defined.
- In assigning the authorities and functions to various planning organs the basic principles of organisation need to be applied. This, is first, specialization in the work and second, division of the work, in such a way, that interferences and duplications in the work are avoided.
35. As it is said earlier, the economic development should be viewed as a continuous activity of which the global plan is only the beginning. It is necessary to approach the economic development problem as a whole, from its theoretical and conceptual aspects to its practical and executive phases. This includes both, global and specific planning techniques.
36. The momentum must be maintained through all the stages of planning, i.e. through regional, sectoral and project planning stages as well as

through implementation stage. Since the aim is to promote the economic and social development of the country, it is only logical and appropriate, that planning organs which take care of this development, are functioning well, for only then the country's development may successfully be guided and maintained.

B. Planning Organs and their Functions

37. In Kenya the planning is carried out on three levels and, accordingly, three planning organs - on the vertical ladder of the planning structure - are assigned to carry out planning and implementation functions.

Those planning levels and functions are:

- (1) over-all planning, which includes global and regional planning (performed by the Ministry of Economic Planning);
- (2) Sectoral Planning, which is carried out by sectoral Ministries (for industry by the Ministry of Industry i.e. by the Planning Division of its Promotion Department); and
- (3) project planning (carried out by the Project Studies Division of the Promotion Department).

38. While the first two planning organs are usually in charge of planning function, among other, include policy formulation and supervision, i.e. follow-up, the third organ, besides planning function performs also implementation function - if other organs are not set up particularly for the execution of projects.

39. The higher the Institution in the hierarchy, the broader is the scope of planning and research. Thus in order to avoid duplication in the work, each of these organs need to carry the research on its level and has its own distinct data

requirements in accordance with the approach adopted.

40. In the ongoing paragraphs it will be broadly described the scope of work of the three mentioned planning organs, putting forward some new ideas which, eventually, could be considered for the improvement of the present set up.

1. Over-all Planning

41. The Ministry of Economic Planning, as the highest planning organ in the country carries out planning on the over-all country level. It prepares global plan and its break-down according to economic sectors and regions. It assures balanced development through intersectoral and interregional coordination and assigns the roles that each of them has to play in order that the over-all plan objectives are attained.
42. The economic development should be viewed as a continuous activity of which the global plan is only the beginning. The over-all outlook provided by global, regional and sectoral plans, supply a criterion for selection of projects, which should be studied and prepared in relation to objectives. In turn, the study of individual projects will influence the formulation of objectives in which way a continuous process of revision and adjustments is established.
43. Further, planning is concerned with the future, so the plans have to be prepared for a reasonable period of time; medium plans for 5 years, and long-term for upto 15 and eventually 20 years. This is necessary in order to secure a continuous and harmonious development of the national economy.

At the beginning of the 5-year plan we have a 5-year perspective of development but in the successive years this perspective

is shortened so that the existing plan no longer provides enough guidance for the future development. Consequently, the planning and development targets should be permanently up-dated and successively developed for longer period.

44. The highest planning organ conducts macro-economic research and prepares studies of major importance for the country as a whole. Those studies, among other, usually cover: problems of economic growth in general; problems of sectoral and regional development; international cooperation; balance of payment; capital formation; savings; standard of living; price and income elasticity of demand, etc.
45. The techniques used in preparing projections and plans could be capital -output ratios, system of national accounts and/or output - inputs or others that might be selected taking into view practicability and possibility for their application.
46. Five Year Development Plan is prepared in more details, as it is done in DEVELOPMENT PLAN 1978-83 Part I and II.

However, the projections in long-term plan which covers 15 to 20 year period may include only some most important fields or indicators, for instance: growth of: population, GDP, Savings, investment, rough anticipation of development of sectors and regions, and eventually some others.

47. As time goes on those approximate projections, after completion of more detailed studies, could be corrected and/or rectified and continuity of planning could be so established. Applying such method, the preparation of 5-year plan or any other plan, will not be any longer a campaign-work,

but it will be systematic work on development planning.

48. Here it wants to be emphasised, that a study on population growth and its implication, would be of particular importance. This problem has not been tackled in the present plan (1978-1983) but it will be indispensable to deal with it in the next plan(s).
49. Kenya has at present one of the highest rate of population growth in the world, i.e. about 4% which, if maintained, will double the number of people living in the country, within 18 years. It is generally accepted, that too rapid and uncontrolled population growth endangers expansion of production, job security and raising of standard of living of the population.
50. Country has not yet made the inventory of its resources, but it is considered that arable land is limited, forest resources small and mineral resources yet unexplored, so there is a need to foresee how this rapid growth of population could be absorbed and be secured decent living.
51. There will be a need to plan the expansion of arable land, increase land productivity (by using fertilizers, etc.) and/or by choosing corresponding crops (so called cash crops versus food crops, etc.)^{5/}
52. This macro-study will reveal the need and/or possibility for growing food crops and cash crops, on the basis of which it could be derived the need for processing and other supply requirements, using inter-industry analysis technique. The study will also reveal which rate of growth is acceptable in

^{5/} Today one could hear in political and professional cycles complaints about expansion of cash crops on the account of food crops.

the country's condition and the need for eventual slowing down the rate of growth. The calculated income (total and per capita) will make possible to plan savings and investment required for future growth.

53. This interesting and important exercise for next 15-20 years could, first, be done as rough estimation, which successively could be elaborated and ascertained more and more profoundly and serve as guidance for future country's development.

2. Industrial Sectoral Planning

54. The Ministry of Industry carries out sectoral planning for industry under the guidance of the over-all plan. The sectoral plan formulates detailed objectives of the sector, not foreseen in the global plan. While over-all plan defines the position and role of economic sectors^{6/} the sectoral plan for industry does the same for industrial branches.
55. The Ministry prepares medium-term plan and assist the Ministry of Economic Planning in projecting long-term plan. By kind of plans it prepares: production plan, investment plan, employment plan and eventually other. (On the basis of employment plan it may plan requirements of university and secondary school graduates as well as skilled workers, according to professions - engineers, chemists, economists, etc. On the basis of production plan it may plan local and foreign input and sales of finished products locally and abroad, etc.)

It analyses for the past period, the fulfilment of the plan targets, among others: growth of production, value added, employment, incremental capital/output ratios, productivity, processing gains, etc. which are useful indicators in preparing next development plan.

^{6/} According to Development Plan 1978-79, the manufacturing sector ranks second to agriculture in importance in Kenya's economy. It is planned that this sector will grow more rapidly than the economy as a whole (economy 6.3%, industry 9%).

56. Industry a secondary economic activity provides a link between the primary and tertiary activities. Through structural projection of industry it is possible to analyse and verify all sectors of the economy. Thus great attention should be paid to the organisation and preparation of industrial plan.
57. The technique used in the plan preparation could be that of inter-industry analysis, in physical and/or value terms. The technique among others might reveal opportunity for development of new projects based on inter-industry requirements.
58. The sectoral plan for industry, usually is done in a break-down up to 4-digit (SIC), and carries out industrial research on same level.
59. The sectoral plan also defines criterion for the selection of industrial projects. The types of projects that could be considered and their priority rated in relation to objectives, may be as follows:
- (a) projects complementary to existing ones;
 - (b) multi-purpose projects or complexes;
 - (c) export oriented projects;
 - (d) import-substitution projects;
 - (e) projects based on other criteria (development of backward areas, labour intensive, strategic, etc.)
60. The Ministry of Industry usually defines, under general guidance of the over-all plan, industrial promotion policy. It prepares proposals for taxation of industry (direct and indirect) or exemptions of taxes; price policy of industrial products (which for some reason are not fixed by market mechanism); facilities to be given to the export of import of

of industrial products; financing facilities to be available to industry; also it prepares industrial legislation. In defining this policy besides collaborating with corresponding Governmental institutions it makes consultations with the Chamber of Commerce and Industry and Association of Manufacturers.

61. The Ministry, further, may define or prescribe technical conditions (or guidance) and organisation in the field of industrial projects [preparation, evaluation and implementation. The Ministry usually carries out secretarial services to the Inter-Ministerial Committee for Industrial Project Approval (in Kenya: New Project Committee).
62. From the foregoing description it comes out clearly that all jobs related to industrial development need to be concentrated under one Ministry which then may devise industrial development policy and be responsible for follow-up and implementation of industrial development plan. On the purely technical or administrative grounds (need for complex inter-industry analysis and other techniques to be applied) the concentration of data and information on one place is justified, what will be even better seen when we shall deal with industrial projects planning.

3. Industrial Project Planning and Implementation

63. The purpose of the over-all projections is to determine the trend and approximate figures for economic development in accordance with the economic policy adopted. However, when specific projects are studied and more details are available, the general target might be adjusted and brought into line with the new information. Projects are, therefore, important link and element in the

continuous revision of the development plan. The sectoral plan, as an intermediate between over-all and project level, secures the consistency between over-all targets and the projects.

64. The wider concept of the project is very essential. Many projects are only economically justified when broader aspect of their relationship to the remainder of the economy is considered. The wider concept must cover both direct and indirect effects, and the impact on the economy, both forward and backward, and through its useful life. In turn, when complete knowledge is obtained through project study, the initial hypothesis can be confirmed or rectified.
65. The project planning and project studies go into depth and should deal with the technicalities to a greater extent than the two higher planning levels. For this reason, industrial project planning and research connected with it, are even more complicated, in some respects, than the planning and research on higher levels. This is to be attributed to the complexity of industrial processing and problems connected with it.
66. However, besides differences in technology all other elements of industrial projects are more or less identical or similar (elements in pre-and feasibility study; preparation as well as sequence and problems involved in the construction of industrial projects). Besides, it is known that industrial establishments are the biggest suppliers among themselves (the percentage of interdependency depend on the level of diversification and level of processing in one country) which implies the need to concentrate the work on industrial projects development in one place. (Kenyan industry is not yet so developed that it

would justify Ministries for various industrial branches - as in some developed countries is the case; this even more so because most of the projects are developed by the private promoters - entrepreneurs). Anyhow, concentration of work, connected with the industrial project development, will make the services cheaper and more efficient and, obviously, Kenya cannot afford to have two or three such organisations.

67. However, the Ministry of Agriculture is already embarking on industrial projects development and has intention to cover all industrial projects based on agricultural resources. As it was said earlier, the work on industrial project development is specific but common to all industrial projects, and is completely different of that in the field of agricultural development. Following the logic of the Ministry of Agriculture, then it should take care of tractors and other agricultural machine production, etc. and finally this Ministry would take the bulk of Kenyan industry for most local industry is presently based on agricultural resources or serves agriculture with various products.
68. The problems of agricultural production are so enormous and of vital importance for the national economy and well-being of the population, that Ministry of Agriculture should devote all its forces to these problems and not go into vertical integration via industry and ultimately distribution of agricultural products. There should be applied the principle of specialisation which leads to greater efficiency.
69. The same remark is to be applied to Ministry of Energy, Natural Resources and other institutions,

who have the same idea for taking development of some industrial projects.

70. Presently, the industrial sectoral planning and projects planning are carried out by two separate divisions of the Industrial Promotion Department of the Ministry of Industry. Besides, projects preparation and evaluation, there is an ever greater need for consultancy services^{7/} connected with the implementation of industrial projects (preparation of terms of reference for offers and/or tenders; evaluation of the offers and selection of suppliers or contractors, supervision of construction etc.).
71. It would be advisable to establish such consultancy services for Governmental projects together with the project planning and evaluation for then there will be greater possibility to use various professionals (engineers, chemists, economists; etc.)
72. In this case it would be recommendable to create a separate institution that will take care for development of industrial projects from planning to implementation stage. With time this institutions could gradually become self-financed by providing services on a fee basis.
73. The paper does not have intention to go into details of industrial projects preparation, evaluation and implementation, since this, by itself, contains wide subjects that are treated in separate manuals.

^{7/} See also a separate paper titled: "INDUSTRIAL CONSULTANCY SERVICES", November 1981.

IV. CONCLUSIONS AND SUGGESTIONS

74. In this paper an attempt has been made to analyse the existing weaknesses in industrial planning and research in Kenya with the aim to suggest some improvements.
75. The analysis has revealed that planning is not regarded as composite process in which all stages of planning and planning organs need to function continuously. As a consequence the planning machinery has not been developed adequately as well as organisation of the planning process.
76. To such state of affairs has contributed very much the circumstances that the technical assistance provided to Kenya was mostly directed towards doing planning and related research instead of towards improving planning machinery so that in due course it may perform these functions independently.
77. The possession of planning machinery capable of guiding national economy and presenting its sustained growth is not an ambition for self-sufficiency, but is a necessity. Since the aim is to promote this country's economic and social development it is only logical and appropriate to develop in the country an apparatus that will be able to manage the planning affairs and carry out related research that are bound to be carried out in the country.
78. The report stresses the importance of continuous functioning of planning as compared with the present campaign work.
79. The present organisation, which carries out planning and research on three levels, i.e. on the:

- (a) over-all level
- (b) sectoral level
- (c) project level

should be better organised with more clearly defined scope and method of work, which will lead to a greater efficiency.

80. Industrial Statistics need to be urgently updated and improved so that industrial planning and research could be conducted on accurate and firm basis.
81. The paper, further, stresses the need for long-term planning, which is essential in order to secure a continuous and harmonious development of the national economy. No official projection on population and GDP growth has been made beyond 1983 which are used as indicators in project development. Having in view the importance of population growth for the national economy, the paper suggests to undertake "Study on Population Growth And Its Implication" with projections up to year 2000.
82. The report underlines the significance of industry in the strategy of the over-all economic and social development of the country as well as the central position of industrial planning within the planning mechanism and particularly when structural projections of economic development are made.
83. Furthermore, it emphasizes the need that industrial project development be concentrated in one place and not be carried out by various Ministries. The country cannot afford having several well organised institutions carrying responsibility for industrial development, but may and should organise one which will be able to provide adequate services (which now no one has).

