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Policy Brief

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Executive Summary

Kenya is preparing itself to enter into the global and vibrant Business Process Outsourcing (BPO) and IT Enabled Services (ITES) market. It however lacks empirical evidence and tailored research to guide its policy decisions and investment options. There is demand and specific requests from the government and key stakeholders in the sector for this type of information. This policy brief is a synthesis of a study whose aim was to provide evidence and a deeper understanding of the imperatives for success in this industry to better inform Kenya’s policy decisions and investment choices. It was carried out through a case study method to establish the critical success factors in four vendor countries (India, South Africa, Mauritius and Kenya) with relation to the policy, legal, regulatory and institutional frameworks; human resource issues; youth and gender issues; and various forms of incentives. The study also researched on the outsourcing issues in two client countries (UK and USA).

The research found that in the three countries (excluding Kenya), the BPO-ITES industry is given a high priority, there is strong and appropriate legal framework and the industry associations are strong and are key in driving the BPO-ITES industry, while in South Africa the national and regional associations receive state funding. On human resources, the study found that India introduces children to science and technology at a very early age and it has a National Skills Registry and that in Mauritius, the national association was working with the government to create an ICT academy to train for the industry. The research found that countries had differing measures for gender equity, participation of youth in employment, and incentives in the BPO-ITES industry. It was particularly noted that South Africa did not have tax incentives but had a variety of investment and training and skills support incentives, while Mauritius had abolished all the tax incentives except for a 15% corporate tax.

The study found that the key drivers in out-sourcing and off-shoring in both USA and UK were similarity in work culture and quality. The major industries where most of the outsourced work is derived were found to be in banking; investment management; insurance; legal; supply chain, logistics, transportation; healthcare; news, media & entertainment; energy and utilities; agriculture/food; pharmaceutical/biotech; government & public agencies; and manufacturing. It emerged that no African country featured in the top 10 preferred outsourcing destinations in the USA while in the UK, only Egypt in Africa was in the top three perceived best three destinations.

For Kenya, the research found a widespread perception that it lacked an effective and focused marketing as a BPO destination. It also emerged that Kenya (and Africa in general) is viewed as a country (and continent) with challenged infrastructure, poor work culture/ethics and constraining socio-economic environment. However, individuals/organizations that have had a chance to visit/interact with Kenya(ns) have a different testimony; Kenya has a high chance of being a favorable outsourcing destination if correct measures are put in place. The study contends that Kenya has key strengths, including a highly skilled and competitive pool of labour, neutral English accent, strategic location as a regional hub for communication and finance, and production of over 30,000 and over 250,000 university high school graduates annually, respectively. In addition, Kenyans generally have a warm and welcoming culture/attitude, due to the predominance of the tourism and hospitality industries in the economy.

When the above strengths are considered, the provision of call centre/customer services an ideal niche for the country to carve for itself in the BPO space. Kenya can also capitalize on its large pool of high school and diploma graduates to provide back office services such as transcription, digitization, data entry and various other data processing services. In addition, Kenya can use its excellent education
system to create a niche in BPO-ITES training for the region.

The key policy recommendations are:

α ) Development of a BPO sector policy as pledged in the medium term plan of Vision 2030.
β ) In order to address the lack of a strategy and a weak M&E framework, combine the results of this study with those of McKinsey&Company and create an informed strategy for the BPO sector in Kenya and strengthen the M&E functions of the KICTB and Vision 2030 Secretariat.
χ ) Create a single ICT-BPO sector and mainstream it into the national planning and operational frameworks.
δ ) In order to address the weak legal framework, strengthen existing laws to provide an enabling legal framework for ICT-BPO in the short-term, while in the medium- to long-term, develop separate legislations critical for ICT-BPO sector and compliant with relevant international laws. For youth and gender, amend the Employment Act, 2007 to explicitly regulate working hours for employees and to require employers to facilitate safe commuting at night.
ε ) Develop a BPO incentives framework as an integral part of the law that will transform EPZs into SEZs. In addition, provide tax, training and set-up incentives for a specific time period to encourage BPO industry growth, especially in the rural areas.
φ ) In order to address the lack of standards, develop BPO standards, benchmarked to international standards and ensure all key BPO firms adopt these standards.
γ ) For institutional framework, change the mandates of an existing body to coordinate all the institutions that deal with BPO in the short-term, while in the in the medium- to long-term, create a new entity (body corporate with power and a powerful champion) to coordinate ICT-BPO activities across all ministries and public enterprises that have a role to play in ICT-BPO. In addition, strengthen KBPOCCS to be the key BPO industry association and create a strong ICT association.
η ) In order to address the lack of updated skills database, establish framework for collection and updating of ICT skills data and task the national body responsible for ICT-BPO coordination to be established as recommended under institutional framework with this responsibility.
κ ) Develop and implement a marketing, branding and positioning strategy for Kenya.

1. Introduction

The study was conducted by the School of Computing and Informatics, University of Nairobi, in collaboration with the Kenya BPO & Contact Centre Society (KBPOCCS) and the Kenya ICT Board and it was funded by the International Development Research Centre (IDRC).

Problem
Building on the Indian Success story, where ICT has grown from a negligible industry over 30 years ago to an industry that produces a significant portion of GDP, many developing countries such as Philippines, Mauritius, Kenya, Ghana, Rwanda and Costa Rica among others have identified ICT as a key sector for achieving rapid economic growth. In particular, the Business Process Outsourcing and IT Enabled Services industry, where commercial and industrial corporations in rich countries outsource
their non-critical operations to developing countries where costs are much lower and at the same or higher quality, has been identified as an opportunity. As Kenya is preparing itself to enter into the global and vibrant BPO-ITES market, it however lacks empirical evidence and tailored research to guide its policy decisions and investment options. This study on which this policy brief is based was aimed at addressing this challenge.

**Objective**

The overall objective of the study was to undertake comprehensive research in the business process outsourcing (BPO) sub-sector in pioneer, emerging and mature markets to provide evidence and a deeper understanding of the imperatives for success in this industry to better inform Kenya’s policy decisions and investment choices.

**Research Methodology**

The researchers used the case study approach, which involved a review of existing documents. These documents included national policies and strategies, laws governing the BPO sector/industry in a country, publicly available documents on the BPO firms and associations chosen to be part of the case studies. Further, the case study involved key informant interviews with the key national officials and persons involved in the BPO firms and associations. These people were identified through contacts the researchers had, contacts from other interviewees and search through the websites of the chosen BPO firms and associations. In one or two cases, the researchers used the Embassies of the case study countries to obtain contacts.

Finally, structured questionnaires were administered for the various sources of information, namely with BPO vendor managers, BPO client managers, BPO consultants, and youth and women working in the BPO companies. These questionnaires were piloted with one BPO vendor in Kenya and the final instruments compiled ready for data collection.

Seven countries, excluding Kenya, were chosen for the study. These countries were South Africa, Egypt and Ghana as emerging BPO destinations with great promise; India and Mauritius as mature BPO destinations; and UK and USA representing the countries with the highest outsourcing work. Data was not collected from Ghana and Egypt as planned because of budget constraints.

One of the key objectives of the research was to increase the level of awareness and input among key stakeholders through interactive dialogue on key BPO issues within the Kenyan context. Therefore, the researchers organized a half-day workshop to sensitize the stakeholders about the study and discuss the methodology to be used especially the questions to be asked. Another stakeholder workshop was held halfway through the research to report on interim findings. The total findings were also discussed in the Kenya Action ICT network (KICTANET) online forum. Finally, there was stakeholders’ workshop to discuss the policy options and implications.

This policy brief presents the overview of findings, focusing on the critical success factors. It also presents the critical issues for Kenya and the policy recommendations.

2. **Overview of Findings – Critical Success Factors**

The researchers looked at the critical success factors (CSFs) with relation to the policy, legal, regulatory and institutional frameworks; human resource issues; youth and gender issues; and various
forms of incentives in the four vendor countries. The researchers also studied outsourcing issues in client countries (UK and USA). This section outlines the critical success factors along these issues.

**Policy framework**
The critical success factors in India were that policy priority is given to IT-BPO sector in Special Economic Zones to spur growth and that there is cyber security training and awareness policy. In Mauritius, the CSFs were that the BPO/ITES industry is an integral part of national development vision (the 5th pillar of national development) and that this industry’s vision and strategy is driven from the top of Government. The BPO and Outsourcing sector in South Africa is of the top three priority sectors to stimulate growth. South Africa has a comprehensive incentive framework to attract investors and an aggressive marketing as a BPO destination. Finally, in Kenya, which is very young in BPO, the only critical issue at policy level was the support the Government had accorded to the BPO and ICT sectors, especially the prominent role of BPO and the ICT infrastructure projects that the Government had initiated (TEAMS undersea cable and national fibre backbone infrastructure projects).

**Legal and regulatory framework**
In all the vendor countries, there is a legal/regulatory framework to support the ICT-BPO sector. For example, India has a strong legal system and compliance with international laws e.g. labour laws, international relationship, etc. and has adopted International standards. South Africa has IPR and data protection laws to provide confidence to investors and has comprehensive BPO-specific Quality Assurance Framework (standards) benchmarked to global best practice. In Kenya, there is the Kenya the Communications (Amendment) Act 2009 which has provided for e-transactions including e-signatures.

**Institutional framework**
There is concern that there is no institutional cohesion for the BPO industry in Kenya. There is the Kenya ICT Board, Kenya BPO and Contact Centre Society and Export Promotion council who all offer support to the BPO sector in various ways. This is different from India which has one umbrella institution NASSCOM which has a close working relationship with government and academia. In Mauritius; there is a dynamic and effective Board of Investment (which offers a One Stop Shop (OSS) for BPO investors), and there is effective advocacy by Outsourcing Telecommunication Association of Mauritius (OTAM). In South Africa there are active BPeSA and regional BPO associations, with Government funding. In Mauritius, one of the critical success factors has been the Board of Investment. This Board is very effective and dynamic and effectively interfaces investors with the total government for licenses, registration, etc. through its one stop shop facility. This is yet to happen in Kenya.

**Human resource issues**
The human resource issue is one of the critical success factors. A case in point is that India produces 1 million graduates per annum, compared to Kenya’s just over 30,000. In addition, children in India are introduced to science and technology right from nursery school. Their key success factor, however, is their National Skills Registry to ensure that individuals employed by organizations have their background and qualifications verified, thereby preventing, if not eliminating, the menace of fake resumes. Mauritius has the advantage of having a dual international language speaking population (French and English) combined with the fact that they are in the process of developing an ICT Academy to train people post School Certificate. They also have exchange or travel visits for those in the industry to visit similar institutions overseas. South Africa has a very specific ‘Training and Skills Support Grant’ for company specific training.
What does all this mean for Kenya? Kenyans generally have a neutral accent and English is the official language, this is a huge advantage over countries like India. Apart from the university graduates, 260,000 graduate from high school annually and they could also contribute to the BPO workforce. One drawback is that despite the fact that the Employment Act 2007 is employee friendly; the BPO standards for career progression opportunities are not yet developed.

Youth and gender issues
The researchers found that women in India and Mauritius are more excluded from key positions in the BPO industry unlike in Kenya and South Africa. In India, this is being addressed with a focused “Women in Leadership-IT Initiative” by NASSCOM. India also has an elaborate ‘Equal Remuneration Act, 1976 (Act 25 of 1976 amended by Act 49 of 1987)’ for ensuring equal remuneration for both genders and a strong legal system and compliance with international laws, including labour laws. Mauritius gives privileges to women to absent themselves from work during pregnancy and prohibits employment of female employees in industrial undertakings between 10 pm and 5 am. In addition, ICT Literacy, IC3 and ICT Awareness courses is provided to women in different regions of Mauritius by the National Computer Board. South Africa has a powerful Office on the Status of Women (OSW). This office has developed policy on women empowerment and gender equality, with section on “ICT and women”. South also has a provision for Family Responsibility Leave but has no gender affirmative action. In Kenya, there are women friendly labour laws that provide for 3 months maternity leave, 21 days annual leave and 2 weeks paternity leave. Kenya is also trying to open up the opportunities for the youth by ensuring there is a specific Ministry for Youth. Kenya, South Africa and India also encourage youth employment unlike in Mauritius where youth are not allowed to work in industrial undertakings between 6 pm and 6 am and not for more 36 hours in a week.

Tax incentives
Although not exhaustive by any means, India has 100% tax holiday for the first 5 years and 50% for next 5 yrs compared to Kenya which offers a 10 year corporate income tax holiday for EPZ companies. In India also, 90% profits of software exports is exempted from tax. Mauritius interestingly abolished all tax incentives except a 15% corporate tax, one the lowest globally. South Africa does not offer any tax incentives.

Infrastructure incentives
The infrastructural incentives are many but also varied in all countries. India has 35 government owned and 25 privately owned software development plants. It also has the world’s lowest telecommunication tariffs and largest domestic satellite system. Mauritius has a Cyber City and Incubation centre for ICT services. South Africa has the most modern telecommunication system in Africa, over 10 international airports and an excellent road network. Where does this leave Kenya? The government has set aside Ksh. 900m for developing business parks, the TEAMs fibre optic cable has landed and bandwidth prices are expected to go down, and there was bandwidth subsidy from World Bank for the established BPO operators. In essence, there are a lot of plans that just have to be translated into implementation.

Other incentives
There are other useful incentives which cannot be easily categorized. For India, these include liberalized norms for investments of up to 100% foreign equity with full repatriation benefits, fast track clearance of goods imported by manufacturers of electronic goods, and additional resources from the government for technical manpower development. In Mauritius, there is free repatriation of capital and profits without any prior Central Bank approval, dividends from companies resident in Mauritius and from holders of Regional Development Certificates are tax-free, and a "Work & Live in Mauritius"
department which has been set up within the Board Of Investment (BOI) as a single-facing service counter to expedite formalities for individuals and investors setting up in Mauritius. In South Africa, there is export Market and Investment Assistance, encouragement of the growth of offshore outsourcing, through marketing the services of those exporting services. Software development and the private sector associations in South Africa also receive funding (an incentive) from the government. On the other hand, Kenya has the Kenya ICT Board to market of Kenya as a competitive destination for BPO.

What are the drivers for outsourcing in client countries?
In both USA and UK, critical driver for outsourcing is similarity in work culture and quality (client-centric culture). That is, clients (especially services that involve regular direct interaction with the customers e.g. call/contact centres) will outsource to vendors that are able to replicate the client’s work culture and deliver exactly the same (or higher) quality of service as an in-house or on-shore operation. Other drivers include: cultural alignment, balance on-shore and off-shore, vertical expertise, technological knowledge, innovative business models, global footprint, re-architecting to transformational, connecting operations to analysis, and tailored industry services.

What are the opportunities for outsourcing in client countries?
In both US and UK, the following are the major industries where most of the outsourced work is derived: banking; investment management; insurance; legal; supply chain, logistics, transportation; healthcare; news, media & entertainment; energy & utilities; agriculture/food; pharmaceutical/biotech; government & public agencies; and manufacturing.

Which are the preferred outsourcing destinations?
In the USA, the top ten (10) preferred outsourcing destinations, in order of preference are: 1. Rural or Small Town USA (via Indian Companies), 2. India, 3. Eastern & Central Europe, 4. UK & Ireland (areas of high unemployment), 5. South America, 6. Mexico, 7. Philippines, 8. Canada, 9. Russia and 10. Middle East. It can be noted that Africa does not feature. In the UK, the perceived best three destinations as voted during NOA’s 2008 (www.noa.co.uk/index.php/awrds) annual awards: 1. Egypt, 2. Romania and 3. Philippines. Only Egypt, which is often considered as part of the Middle East, features in Africa.

Niche service areas
The niche service areas for India, South Africa and Mauritius are shown in the table below. The table also shows the recommended niche service areas for Kenya, from an analysis of the strengths, weaknesses, opportunities and threats.

<table>
<thead>
<tr>
<th>India</th>
<th>South Africa</th>
<th>Mauritius</th>
<th>Kenya</th>
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<tbody>
<tr>
<td>a) Software development</td>
<td>a) Call centre services for financial</td>
<td>a) French/English call centre</td>
<td>a) Customer Service</td>
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<tr>
<td>b) Engineering services</td>
<td>services industry</td>
<td>centre services</td>
<td>b) Back Office e.g. transcription, data</td>
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<tr>
<td>c) Call Centre services</td>
<td>b) High-end actuarial services</td>
<td>b) Translation Services</td>
<td>processing</td>
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<td></td>
<td>c) Software Development</td>
<td>c) BPO Training for the region</td>
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It is to be noted that the three niche service areas for Kenya do not mean that Kenya cannot provide other services e.g. software development.
### 3. Critical Issues and Policy Recommendations

The following summarizes the critical issues the policy recommendations for Kenya based on the research results.

<table>
<thead>
<tr>
<th>Critical Issues</th>
<th>Policy Recommendations</th>
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<tr>
<td><strong>Policy framework</strong></td>
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</table>
| Lack of specific BPO policy | Development of a specific BPO sector policy as pledged in the medium term plan of the Kenya Vision 2030. This policy should, among other things:  
• demonstrate a strong commitment by the Government by outsourcing some of its services  
• address standards in the ICT-BPO sector  
• address incentive scheme for BPOs  
• align with Kenya Vision 2030 |
| Lack of BPO strategy and weak M&E framework. The McKinsey&Company go-to-market strategy has serious shortcomings and is not informed by an in-depth situational analysis | a) Combine the results of this study with those of McKinsey&Company and create an informed strategy for the BPO sector in Kenya  
b) Strengthen the M&E functions of the KICTB and Kenya Vision 2030 Secretariat |
| ICT and BPO are not real sectors, e.g. one cannot obtain aggregated socio-economic data on these sectors | Create a single ICT-BPO sector and mainstream it into the national planning and operational frameworks. For example, it should be possible to obtain aggregate socio-economic data (e.g. employment in the sector, GDP contribution to other sectors and nationally), data on ICT sector indicators (e.g. ICT-BPO infrastructure access and use), ICT industry data (e.g. ICT-BPO products manufactured and services offered), etc. |
| **Legal and regulatory framework** | |
| Weak legal framework for BPO and ICT sectors (no data protection, weak IPR laws, etc.) | a) In the short-term, strengthen existing laws to provide an enabling legal framework for ICT-BPO  
   o Review the IPR legislations to provide an enabling environment for protection of intellectual property in a global knowledge economy  
   o Review the Kenya employment act to address 24 hour economy and employees working at night or at odd hours  
b) In the medium- to long-term, develop separate legislations critical for ICT-BPO sector and compliant with relevant international laws (data protection, freedom of information, e-commerce, IPR, labour) |
| Lack of a BPO incentive framework (currently leveraging on EPZ incentives) | Develop a BPO incentives framework as an integral part of the law that will transform EPZs into SEZs. This law should rationalize all the incentives for all types export-oriented firms to be established in these zones. One should be able to operate from anywhere and still be entitled to the incentives. This incentive framework should be time-bound and should be aimed at ensuring the BPO sector takes off in Kenya in the next five years |
| Lack of BPO standards | a) Develop BPO standards, benchmarked to international standards  
b) Ensure all key BPO firms adopt these standards |
| **Institutional framework** | |

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| Many institutions working on different aspects of BPO, with very little coordination | a) In the short-term, change the mandates of an existing body to coordinate all the institutions that deal with BPO e.g. the Kenya ICT Board  
b) In the medium- to long-term, create a new entity (body corporate with power and a powerful champion) to coordinate ICT-BPO activities across all ministries and public enterprises that have a role to play in ICT-BPO |
|---|---|
| Many and weak ICT and BPO industry associations (CSK, ITSA, KBPOCCS, KEPSA’s ICT Sector Board, TESPOK, etc.) | a) Strengthen KBPOCCS to be the key BPO industry association  
b) Create a strong ICT association |

### Human resource issues

| No updated skills database for ICT exists (Computer Society of Kenya ICT Workforce Survey Report, 2006 is a useful for launching fresh census) | a) In the short-term, leave MoIC to continue with initiative already started – working with KNBS  
b) In the medium- to long-term, establish framework for collection and updating of ICT skills data  
c) In the medium- to long-term, task the national body responsible for ICT-BPO coordination to be established as recommended under institutional framework with this responsibility |
b) Appoint a champion to oversee the implementation |
| High rates of attrition in BPO Work ethic and culture that is incongruent with off-shore clients | a) Kenya BPO and Contact Centre Society to finalize the Standards and Ethics Guidelines, working with the Government and other stakeholders  
b) Encourage in-house, peer assessment methods of training to transform agents  
c) Acquire legal force for the Guidelines in order to guarantee robust career growth and long-term opportunity |
| Lack of a policy to support sustained development of specialized BPO skill sets to meet demand | a) Create and implement a policy:  
- To incorporate BPO training into curricula across the education system (secondary & tertiary levels)  
- To provide training incentives for tertiary institutions to provide BPO training  
- To provide training incentives for in-house training  
- To encourage creation of Centres of Excellence for BPO training by private sector or based on PPP  
b) As part of the BPO sector strategy to be developed, develop a strategy on ICT-BPO skills requirements and mainstream it into relevant ministries for implementation |
| Absence of common certification of agents based on a common curriculum | Regulate examinations and certifications in ICT-BPO |

### BPO working environment not conducive

<table>
<thead>
<tr>
<th>BPO</th>
<th>Amend the Employment Act, 2007 to explicitly regulate working hours for employees and to require employers to facilitate safe commuting at night</th>
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<tr>
<td>Lack of awareness on BPO as a source of viable employment</td>
<td>a) Kenya BPO and Call Centre Society to create standards for career progression in standard BPO jobs</td>
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<td>Incentives</td>
<td>Government to provide tax incentives for a specific time period to encourage BPO industry growth, especially in the rural areas</td>
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<td>Inadequate human capacity</td>
<td>a) Integrate BPO training in curricula of all higher learning institutions</td>
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<td>b) A proper training framework modeled on international standards to be adapted for guidance to institutions</td>
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<td>c) Government to select specific institutions to provide training grants to develop capacity</td>
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<td></td>
<td>d) Provide training grants to majority local shareholding companies to encourage growth of SMEs in the sector</td>
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<td>High bandwidth and telecommunications costs</td>
<td>a) Review bandwidth subsidy requirements to enable more firms to qualify</td>
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<td>Poor uptake of the bandwidth subsidy</td>
<td>b) Reduction of bandwidth tariffs – the undersea cables landing in Kenya will sort this out</td>
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<td>c) Ensure reduction in other telecommunications tariffs through competition and other regulatory interventions by CCK</td>
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<td>High start-up expenses</td>
<td>a) Provision of phased out incubation centres for start-up BPO companies for 3 year periods</td>
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<td>Inadequate marketing of Kenya as a BPO destination</td>
<td>b) Government to outsource BPO work to local majority owned centres</td>
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<td>Niche for Kenya</td>
<td>a) Developing the domestic BPO market segment</td>
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<td>b) Marketing and funding local BPOs to market their services internationally</td>
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<tr>
<td>Inadequate human capacity</td>
<td>a) Determine the current and medium term supply capacity of skills against current and forecast demand for BPO services in niche areas</td>
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<td>b) MoIC &amp; ministries in charge of Education to work together to develop a policy/framework to institutionalize capacity building for BPO sector</td>
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<td>c) Provide training incentives to encourage creation of Centres of Excellence for BPO training in niche areas by private sector or based on PPP</td>
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<td>d) As part of the BPO sector strategy to be developed, develop a strategy on ICT-BPO skills requirements and mainstream it into relevant ministries for implementation</td>
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<td>Poor branding and positioning</td>
<td>a) ICT Board/Brand Kenya Board to develop specific positioning statements based on the identification of the niche areas</td>
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<td>b) ICT Board and Brand Kenya Board to develop robust branding strategy so as to increase awareness in Kenya’s target markets about the country’s capabilities in the niche areas</td>
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<td>c) Develop specific messaging and marketing collateral or communication materials for each niche area</td>
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<td>d) Identify and invest in on-going PR activities such as events so that there is continuous communication regarding Kenya’s capabilities in the niche areas</td>
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| Lack of patriotism/ negative attitude | a) Introduce in school curriculum, training on positive attitude and national pride  
b) Provide civic education against negativity as one of the mandates of a national body in charge of BPO  
c) Form a “Kenya culture” through a national policy |
|--------------------------------------|------------------------------------------------------------------------------------------------------------------|
| Not taking advantage of regional opportunities | a) ICT Board should market Kenya as a regional hub for BPO services  
b) The Kenyan Government to continue advocating for the East African community as Kenya will benefit  
c) EAC to work together in marketing the region for BPO services to avoid unnecessary competition |

**References**


Republic of Mauritius, Ministry of Information Technology and Telecommunications, National ICT Policy, 2007-11


